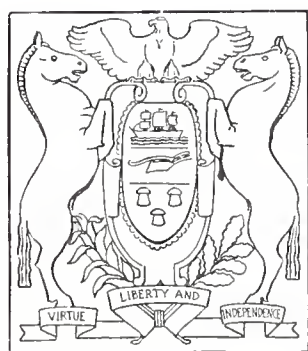


ILLITERACY, NON-ENGLISH-SPEAKING
AND
ALIEN PROBLEMS, AND THEIR SOLUTION



BULLETIN 104
1935

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF PUBLIC INSTRUCTION
Harrisburg

DONALD M. CRESSWELL
Editor

LITERACY AND ALIEN PROBLEMS

THE illiteracy, non-English-speaking, and alien problems of Pennsylvania are important considerations for those who are interested in the progressive improvement of the status of citizenship in the Commonwealth. The problems of a given community can only be discovered through a study of local conditions. The tables and graphs given in this bulletin show the geographical distribution of illiterates, non-English-speaking, and alien groups, and will be of help to local groups in studying their problem.

The problems of reducing illiteracy in English and of assimilating the foreign-born population, being educational in nature, are incumbent upon the public school officials of the Commonwealth. Public education, in the last analysis, is an adjustment service. Of its adjustment objectives, literacy in English and adequate training for successful participation in our social, civic, and economic life are of primary importance. Without a common tongue and free exchange of thought, social control is difficult.

This bulletin brings together in convenient form for school officials and teachers, facts which show the present status of these problems, a digest of the laws governing the administration of English and citizenship classes, and an outline of practical information as to citizenship and classwork. It is hoped that the responsible officers in cities and counties in which these problems are concentrated will give special attention to this problem during the years that lie immediately ahead.

LESTER K. ADE

Superintendent of Public Instruction

November 1, 1935

ACKNOWLEDGMENTS

This bulletin was prepared by A. W. Castle, Chief, Extension Education, Department of Public Instruction, as a bulletin of the Curriculum Bureau. Final preparation for printing is the work of D. M. Cresswell, Editor, Department of Public Instruction.

CONTENTS

	<i>Page</i>
I. Illiteracy, Non-English-Speaking, and Alien Problems of Pennsylvania	7
II. The State Program of English and Citizenship Classes for Immigrants and Native Illiterates ..	33
III. Methods, Devices, and Teaching Aids	43
IV. Legislative Provisions for English and Citizenship Classes	54
V. Citizenship, Naturalization Procedure, and Immigration Policies	61
VI. Some Needed Developments	73

GRAPHS

I. Foreign-Born-White, Non-English-Speaking Population Graph for the United States by States	10
II. Foreign-Born-White, Non-English-Speaking Population Graph for Pennsylvania by Counties	11
III. Total Illiteracy Graph for the United States by States	14
IV. Total Illiteracy Graph for Pennsylvania by Counties	15
V. Foreign-Born-White Illiteracy Graph for the United States by States	18
VI. Foreign-Born-White Illiteracy Graph for Pennsylvania by Counties	19
VII. Native-White Illiteracy Graph for the United States by States	22
VIII. Native-White Illiteracy Graph for Pennsylvania by Counties	23
IX. Negro Illiteracy Graph for the United States by States	26
X. Negro Illiteracy Graph for Pennsylvania by Counties	27
XI. Male Alien Population Graph for Pennsylvania by Counties	30
XII. Female Alien Population Graph for Pennsylvania by Counties	31
XIII. Population Characteristics Trends for Pennsylvania in Numbers and Percentages, 1890-1930	34

TABLES

I. Population Characteristics	20-21
II. Population Characteristics and Trends for Pennsylvania	28-29



Digitized by the Internet Archive
in 2015

Illiteracy, Non-English-Speaking and Alien Problems, and Their Solution

THIS bulletin treats of the general problems of reducing illiteracy within the Commonwealth and of effecting a more genuine assimilation of our foreign-born population, both basic to social unity and cooperative citizenship.

The purpose is to present, as briefly as possible, the extent and geographical distribution of our illiteracy, non-English-speaking, and alien problems; our present state program of English and citizenship classes for immigrants and native illiterates, and the legislative foundation upon which it is based; certain suggestions as to methods, devices, and teaching procedures; detailed information as to naturalization procedure; and certain needs for the future development of our present program.

These topics will be given consideration under the following captions in the order given:

- I. Illiteracy, Non-English-Speaking, and Alien Problems of Pennsylvania.
- II. The State Program of English and Citizenship Classes for Immigrants and Native Illiterates.
- III. Methods, Devices, and Teaching Aids.
- IV. Legislative Provisions for English and Citizenship Classes.
- V. Citizenship, Naturalization Procedure, and Immigration Policies.
- VI. Some Needed Developments.

I. Illiteracy, Non-English-Speaking and Alien Problems of Pennsylvania

Since the Federal Census figures are our only source of information as to our alien population, our non-English-speaking population, and our illiterate population, and since the standards used in the Census enumeration for determining these populations are challenged by practically every authority, a general consideration of such challenges should serve as a basis for interpreting the tables and graphs of this bulletin, based upon the Federal Census Report for 1930.

1. GENERAL CONSIDERATION OF CENSUS FIGURES

Census figures serve only as a minimal index. Minimum standards have been used for several decades past, and are still used by Census enumerators for determining both the non-English-speaking and the illiterate populations. As a basis for considering the illiteracy and non-English-speaking problems of Pennsylvania in relation to a state program of public education, the following observations are submitted.

(1) **THE NON-ENGLISH-SPEAKING POPULATION FIGURES**—The Census returns show a total of 101,051 residents within the Commonwealth who cannot speak English. These, however, represent those only, who are wholly unable to carry on a conversation in English, however simple. More than this, the securing of this information was subjected to many error hazards, such as questions asked and not understood, and questions asked and answered wrongly because of personal sensitiveness, fear of compulsory schooling, fear of losing jobs, and like reasons. Consequently, these figures are little more than a crude index even of the total number wholly unable to speak English. As an indication of the number of individuals unable to carry on a simple conversation in English, they probably fail grossly in reflecting the true picture.

From the viewpoint of industrial and social efficiency, unquestionably thousands were listed by Census enumerators as English-speaking who should have been classified as non-English-speaking. If Pennsylvanians propose, in their immigrant-education programs, to effect a successful participation by the foreign-born resident in the life of his community, a generous addition to this figure should be made. This would vastly more closely approximate the true non-English-speaking problem of the Commonwealth.

(2) **THE SOUNDNESS OF THE ILLITERATE POPULATION FIGURES**—The Census Report shows a total illiteracy for the State of 240,323. This figure also represents a minimal index only. According to the Census Report itself, "In general, the illiterate population as shown by the Census may be assumed to comprise only those persons who have no education whatever."

From the viewpoint of a functioning literacy and an intelligent assumption of civic responsibility, the standards used in the Census enumeration for determining illiteracy bear little if any relation to citizenship in a democracy.

It is generally conceded that any schooling less than a third-grade or fourth-grade achievement tends to revert to illiteracy. As a measure of the size of the problem confronting public education, it is evident that the Census figures on illiteracy are much too low. Just how much they are too low, however, is not so readily determined. The only reliable evidence available in this connection is that furnished by the Army-test figures of nearly twenty years ago, in which the standard used for determining illiteracy varied in different camps from third-grade to seventh-grade achievement and which showed, for the Army-test groups, an illiteracy of 25.3 per cent as opposed to the Census figure of 6.0 per cent for the United States in 1920.

Provided the Army group did represent a composite illiteracy equal to or less than that of our total population, it follows that the ratio of our total illiteracy, from a functioning literacy viewpoint, to our total illiteracy as reported by the Census, is approximately 4.2, and that in order to determine the functional illiteracy of our Commonwealth and the Nation, one must multiply the Census figures by 4.2.

(3) **THE SOUNDNESS OF THE ARMY-TEST FIGURES**—The Army illiteracy test involved one and one-half millions of men in various camps. The contention has been made that an illiteracy of 25.3 per cent, shown by these tests, does not indicate the illiteracy of our total population be-

cause the Army group was composed of men exclusively from a selected age group and did not represent a true illiteracy cross-section of our total population. These objections, in their order, can be readily refuted, however.

A review of the 1920 Census Report will show that for our total population, the male illiteracy was only 5.9 per cent as opposed to a female illiteracy of about 6.1 per cent, and that for the age group "21 years and over" the male illiteracy was only 7.0 per cent as opposed to a female illiteracy of 7.3 per cent, tending to prove that the Army Test of an exclusively male group resulted in a percentage of illiteracy lower than that which would have been found had the test been made on a mixed group.

As to the contention that the Army Tests were applied to a selected group restricted to the army-age bracket, the 1920 Census returns showed that the age-group 20-34 lacks approximately 0.5 per cent of having the same percentage of illiteracy as the total population, tending further to indicate that if our total illiteracy had been determined in 1920 by the standards used in the Army Tests, the Census figure would have been higher than the 25.3 per cent found by the Army Tests.

The third contention is that a greater number of foreign-born arrive in the United States during the age period 21-31 years and the greater part of these are males. This is true, but the facts remain that foreign-born males show a lower per cent of illiteracy than do foreign-born females, and the illiteracy rate of this total age group is less than that for our total population. Hence one is justified in concluding that had the Census enumerators used the same standards for determining illiteracy as were used in the Army Tests, our total population would, according to this evidence, show a rate of illiteracy at least slightly in excess of the Army-test figure of 25.3 per cent rather than the Census figure of 6.0 per cent.

2. INABILITY TO SPEAK ENGLISH (*Age-Group Ten Years Old and Over*)

The statistics of inability to speak English, as tabulated in 1930, did not include a distribution of the non-English-speaking population by counties. As a means of overcoming this administrative disadvantage, recourse was made to the total number of individuals within the Commonwealth unable to speak English in relation to the total foreign-born-white population ten years old and over.

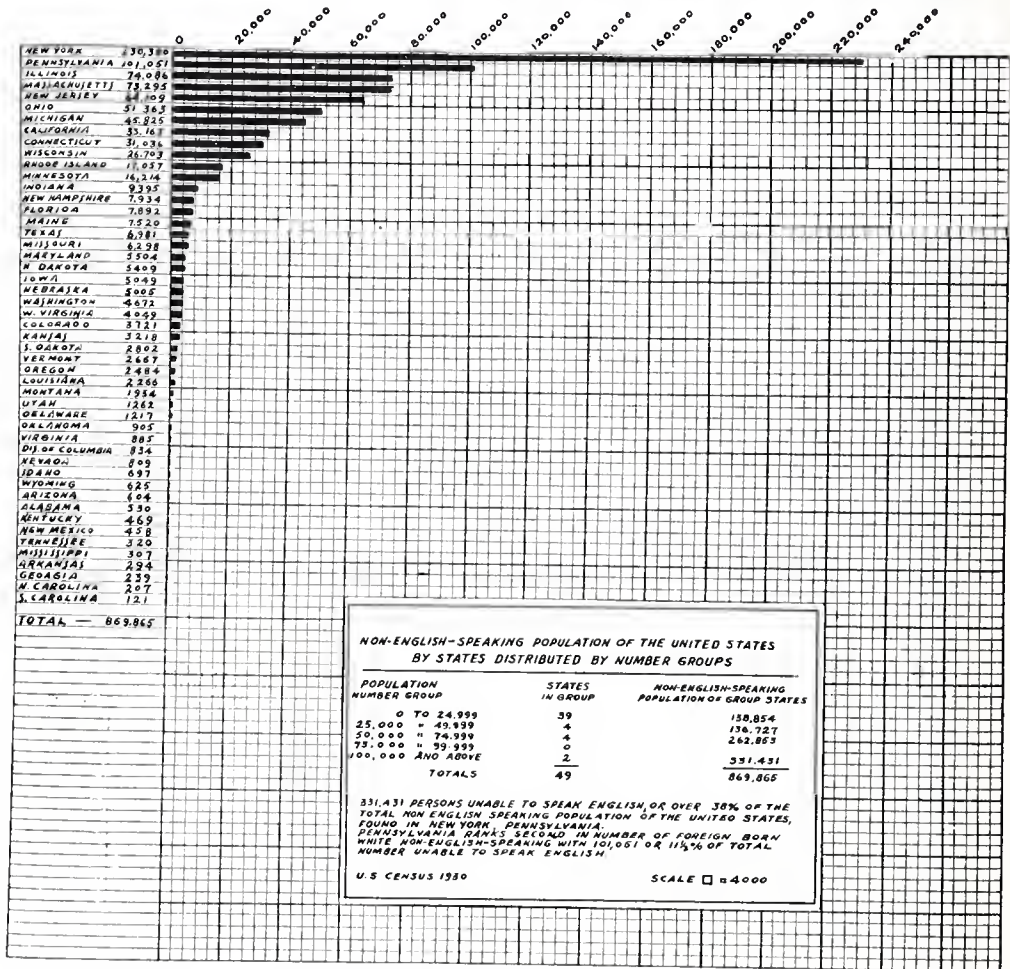
The Census figures for 1930 show for Pennsylvania a total foreign-born-white population, ten years old and over, of 1,221,729, of which 101,051, or 8.3 per cent were reported as unable to speak English. Using this percentage for the State, the distribution of inability to speak English by counties, shown in Graph II (see page 11), was computed as an estimate of the geographical distribution of our inability to speak English.

Graph I (see page 10) shows that Pennsylvania, with a total population of 101,051 unable to speak English, ranks second among the states. It is interesting to note also that according to Graph II, 80,972, or 80 per cent of those unable to speak English, are found in twelve counties, and 51,034, or 50 per cent of the total, are found in two counties.

Due in a large measure to a sustained drive to assimilate our foreign-born population and achieve a common tongue within the Common-

GRAPH I

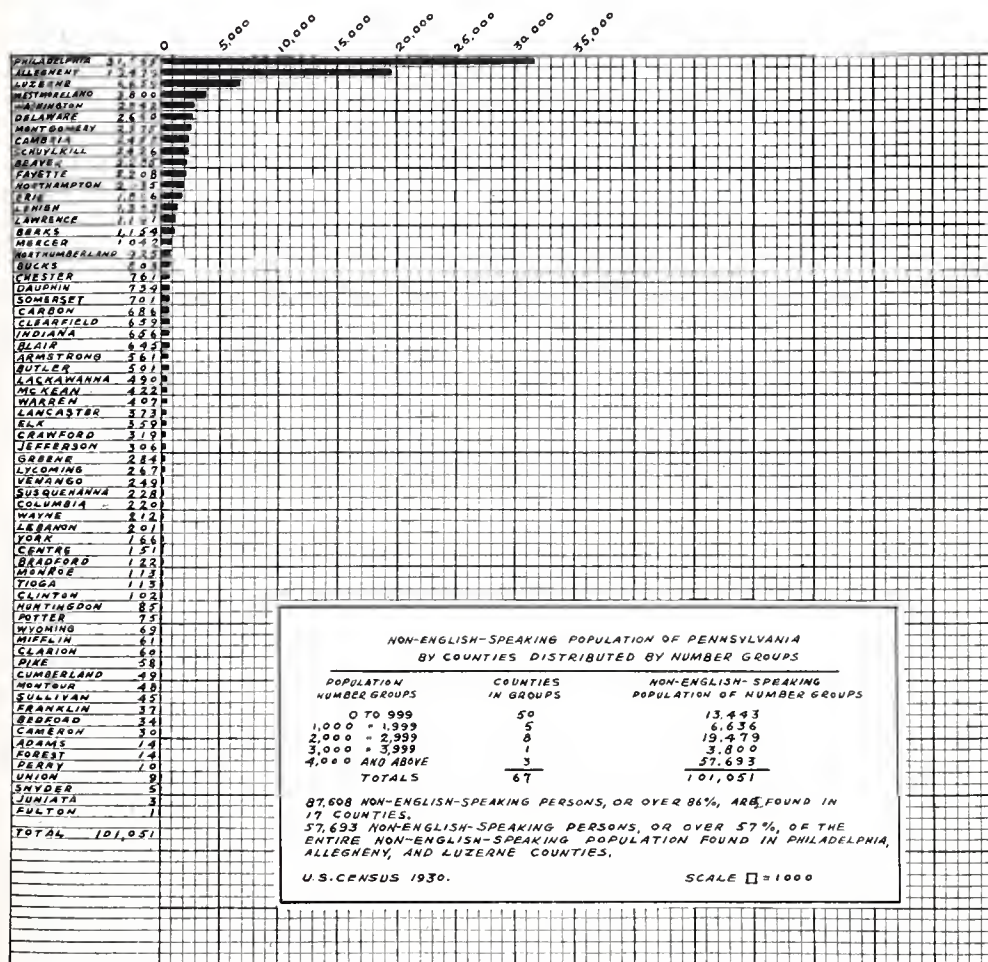
FOREIGN-BORN-WHITE NON-ENGLISH-SPEAKING POPULATION
GRAPH FOR THE UNITED STATES BY STATES



AGE GROUP 10 YEARS AND OVER
DEPARTMENT OF PUBLIC INSTRUCTION
COMMONWEALTH OF PENNSYLVANIA

GRAPH II

*FOREIGN-BORN-WHITE NON-ENGLISH-SPEAKING POPULATION
GRAPH FOR PENNSYLVANIA BY COUNTIES*



AGE GROUP 10 YEARS AND OVER
DEPARTMENT OF PUBLIC INSTRUCTION
COMMONWEALTH OF PENNSYLVANIA

wealth, and to recent rigid restriction of immigration, the total non-English-speaking population of Pennsylvania has shown a steady and rather rapid decrease during the past twenty years, from 466,825 in 1910, to 162,240 in 1920, to 101,051 in 1930. During the past decade, there has been a decrease in the number of persons unable to speak English of 61,189, or 37.7 per cent.

3. THE ILLITERACY PROBLEM OF PENNSYLVANIA (*Age-Group Ten Years Old and Over*)

The Census Bureau defines as illiterate "Any person ten years of age or over who is not able to read and write, either in English or in some other language." The illiteracy figures of the Census, report only those who are wholly unable to read and write in any language whatever.

In interpreting the Census figures for illiteracy, it should be recognized that these bear only indirect relation to literacy in English. Of our total of 101,051 persons unable to speak English, 38,460 are literate in their native tongues, and hence are not classified as illiterates. Fundamentally, the objective of our state program of English and citizenship classes for immigrants and native illiterates is literacy in English. The total number of persons in Pennsylvania unable to read and write English can be approximated by adding to our total number of illiterates, 240,323, the number of persons within the Commonwealth who are literate in other languages but are unable to speak English. This, obviously, gives us a total of 278,783 who are wholly unable to read and write the English language.

It should also be borne in mind that in Pennsylvania public education is concerned only with a functioning literacy in English and if the implications of the Army-Test figures are to be relied upon and are still operative, our total functional inability to read and write the English language in Pennsylvania represents a total of over 1,000,000 persons.

(1) TOTAL ILLITERACY OF PENNSYLVANIA—Of a total population in the United States, ten years old and over, of 98,723,047, there are 4,283,753, or 4.3 per cent who are wholly illiterate. (Graph III see page 14), Pennsylvania, with a total population ten years old and over of 7,731,000, has 240,323, or 3.1 per cent who are illiterate. (Graph IV see page 15).

By comparison with the total illiteracy of the United States, a literacy advantage in favor of Pennsylvania is maintained almost without exception for all classes and age groups. For the age group 10-15 years, including all classes, Pennsylvania shows an illiteracy of 0.2 per cent as opposed to 1.2 per cent total illiteracy for the United States as a whole. For the age group 16-20 years, Pennsylvania shows an illiteracy of 0.4 per cent as opposed to 2.2 per cent for the United States as a whole. For the age group 21 years and over, including all classes, Pennsylvania shows an illiteracy of 4.1 per cent as opposed to 5.3 per cent total illiteracy of all classes for the United States as a whole.

In one class only does Pennsylvania, as a State, show a greater percentage of total illiteracy than that of the United States as a whole, and that is the foreign-born-white illiterates of age group 21 years and over. For this group, Pennsylvania shows 15.9 per cent of illiteracy as opposed to 10.3 per cent illiteracy for the United States as a whole.

Graph III shows that Pennsylvania ranks fourth among the states of the Union with 240,323 illiterates, and with 1,855,169 illiterates, or 43 per cent of the total illiteracy of the United States, found in seven states. In total number of illiterates Pennsylvania, since 1920, has dropped from third place to fourth place among the states.

The reduction of total illiteracy in Pennsylvania during the past two decades has been significant, dropping from 354,290 in 1910, to 312,699 in 1920, and to 240,323 in 1930. The percentage of illiteracy on the total population, ten years of age and over, in 1920 was 4.6 per cent, and in 1930 this had been reduced to 3.1 per cent, representing a decrease in the total illiteracy of Pennsylvania during this period of 32.6 per cent, due largely to our state system of evening elementary schools for adults, through which approximately one-third of our army of illiterates was reached and taught to read and write the English language.

A comprehensive consideration of illiteracy demands, however, a classification of total illiteracy into three groups, namely, foreign-born-white illiterates, native-white illiterates, and negro illiterates. These groups will be discussed in the order given in the succeeding sub-sections.

(2) FOREIGN-BORN-WHITE ILLITERACY OF PENNSYLVANIA—As indicated previously, a consideration of foreign-born-white illiteracy should not be confused with inability to speak or to read and write the English language. Our total number of foreign-born-white illiterates, 187,942, represents only those who are wholly unable to read and write in any language. A foreign-born resident unable to write, read, or speak the English language, but able to read and write his native tongue, is classified as literate.

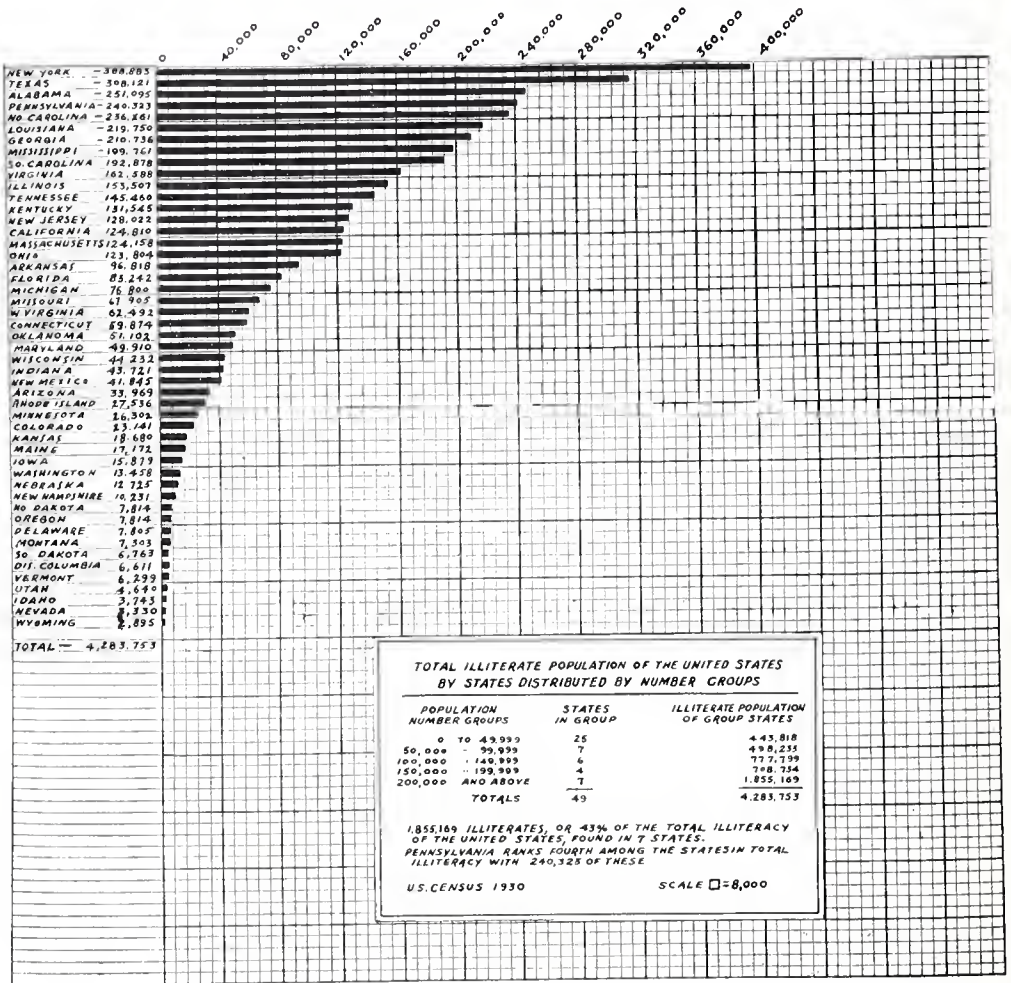
Foreign-born-white illiteracy, while presenting the most important educational problem of all illiterate groups, is highly concentrated both as to states within the Union, (Graph V, see page 18), and as to counties within the Commonwealth, (Graph VI, see page 19).

Graph V shows that of a total of 1,296,502 foreign-born illiterates in the United States, Pennsylvania ranks second among the states with 187,942 of these, or 14 per cent of the total for all states. A great variation among states in numbers of foreign-born-white illiterates ranges from a minimum of 297 in South Carolina to a maximum of 341,345 in New York.

Graph VI shows that of the total for the Commonwealth, 129,807, or over 69 per cent of our foreign-born-white illiterates, are found in nine counties, namely, Philadelphia, Allegheny, Luzerne, Lackawanna, Westmoreland, Schuylkill, Washington, Cambria, and Northampton. Obviously, an intensive program of immigrant-education classes in ten counties of the State would greatly reduce the total foreign-born-white illiteracy of the Commonwealth.

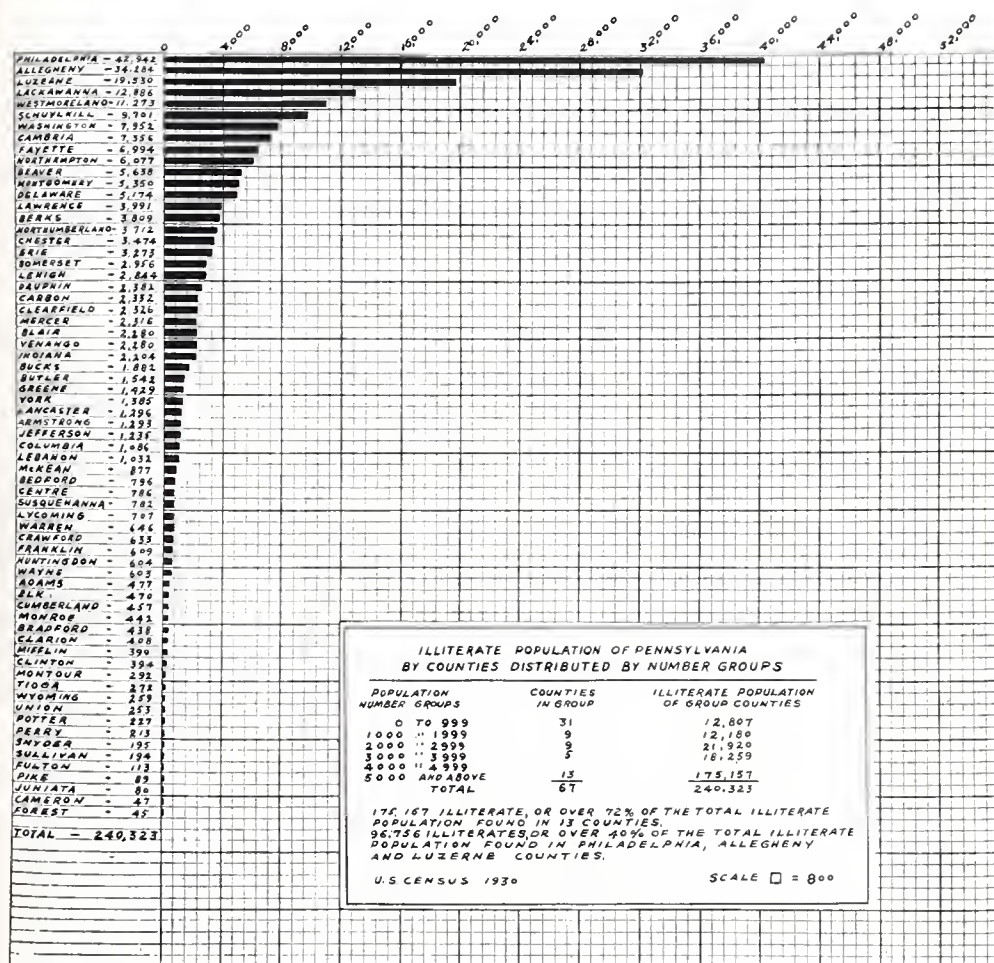
The influence of the foreign-born-white population upon our total illiteracy is apparent from the following facts—of a total of native-white of native parentage population of 3,013,886, only 0.8 per cent are illiterate; of a total native-white of foreign parentage population of 1,186,341, only 0.7 per cent are illiterate; of a total negro population of 277,355, only 5.2 per cent are illiterate; while of our total foreign-born-white population of 1,221,729, a total of 187,942, or 15.4 per cent, are illiterate.

GRAPH III
TOTAL ILLITERACY GRAPH
for
THE UNITED STATES BY STATES



AGE GROUP 10 YEARS AND OVER
DEPARTMENT OF PUBLIC INSTRUCTION
COMMONWEALTH OF PENNSYLVANIA.

GRAPH IV
TOTAL ILLITERACY GRAPH
for
PENNSYLVANIA BY COUNTIES



AGE GROUP 10 YEARS AND OVER
DEPARTMENT OF PUBLIC INSTRUCTION
COMMONWEALTH OF PENNSYLVANIA

It is of interest to note that of 48,036 foreign-born persons 10-20 years of age, only 736, or 1.6 per cent, are illiterate, whereas, of 1,173,693 foreign-born persons 21 years of age and over, 187,179, or 15.9 per cent, are illiterate, and of this total number of foreign-born illiterates, 85,806 males, or 13.5 per cent, are illiterate, and 101,373 females, or 18.9 per cent, are illiterate.

The Census shows that for Pennsylvania the number of foreign-born-white illiterates has dropped from 279,668 in 1910, to 258,812 in 1920, and to 187,942 in 1930. It is evident that the decrease in this class of illiteracy during the past decade is 70,870, or over 27 per cent.

(3) NATIVE-WHITE ILLITERACY—In considering native-white illiteracy, Graphs VII (see page 22) and VIII (see page 23) are self-explanatory. One is surprised, however, to note that while Pennsylvania ranked twelfth among the states with 38,870 native-white illiterates in 1920, its rank in 1930 was eleventh with 36,517, showing a reduction in number during the ten-year period of only 2,353, or approximately 6 per cent, as compared to a reduction in the total number of illiterates of 82,376, or approximately 23 per cent. Among the thirty-two northern states Pennsylvania ranks second, with Missouri first, New York third, Ohio fourth, and Illinois fifth.

It is interesting to note that of our total of 36,517 native-white illiterates, 26,002 are native whites of native parentage, and 10,515 are native whites of foreign or mixed parentage, the former being 0.6 per cent and the latter 0.5 per cent of their total numbers.

(4) NEGRO ILLITERACY—Graphs IX (see page 26) and X (see page 27) represent the negro illiteracy of the states of the Union and of the counties of the Commonwealth, respectively. Of the northern states, Pennsylvania, with a total of 14,908 negro illiterates, ranks third, with Missouri first, and Ohio second.

The negro illiteracy of Pennsylvania is highly concentrated in a few counties, twelve counties having 12,381, or more than 83 per cent of our negro illiteracy, and two counties, Philadelphia and Allegheny, having 8,321, or more than 55 per cent of the total.

Total negro population, the number illiterate, and the per cent illiterate, during the past two decades, have shown certain variations, rising from 161,126 with 14,638, or 9.1 per cent illiterate, in 1910; to 240,027 with 14,645, or 6.1 per cent illiterate, in 1920; and to 351,280 with 14,908, or 4.2 per cent illiterate, in 1930.

With an increase during the two decades in total negro population of 190,154, or approximately 112 per cent, the number of illiterates in this group has increased only 270, or approximately 1.8 per cent, and the percentage of illiteracy for this group has decreased 4.9 points, or 54.4 per cent.

In view of the influx of large number of negroes from southern states during recent years, great credit is due this group for their attitude towards the evening schools provided for them, and to the public school officials who have foresightedly provided such schools.

4. THE ALIEN PROBLEM OF PENNSYLVANIA (*Age Group 21 Years Old and Over*)

Table I shows by counties the total number of our foreign-born whites 21 years of age and over, the number of these who have been naturalized,

the number having first papers, the number of aliens, and the number of unknowns. It should be observed that in the number not naturalized are included all those having first papers only, all aliens, and all unknowns, that is, all not definitely reported as naturalized.

Graph XI (see page 30) shows the rank order distribution by counties of foreign-born-white males not naturalized. Of the 636,335 foreign-born-white males of this group in Pennsylvania, 223,559, or over 35 per cent, have not been naturalized. It is of interest to note that 146,056, or more than 65 per cent of the total male foreign-born-white alien population of the Commonwealth, are residents of but eight counties, and that two counties, Philadelphia and Allegheny, have 91,239 male aliens, or more than 40 per cent of the total.

Graph XII (see page 31) shows the rank order distribution by counties of females not naturalized. Of the 537,358 foreign-born-white females of this group in Pennsylvania, 210,771, or over 39 per cent, have not been naturalized. Of the total female alien population of the Commonwealth of 210,771, 131,442, or more than 62 per cent, reside in six of our sixty-seven counties, and two of our counties, Philadelphia and Allegheny, have 107,172, or more than 50 per cent of the total.

In connection with the problem of assimilating our foreign-born residents, it is of interest to note that in 1910 of a total foreign-born-white male population of 741,610, 492,783, or more than 66 per cent, were not naturalized; in 1920 of a total foreign-born-white male population of 727,190, 424,753, or more than 58 per cent, were not naturalized; and in 1930 of a total foreign-born-white male population of 636,335, 346,899, or more than 54 per cent, were not naturalized.

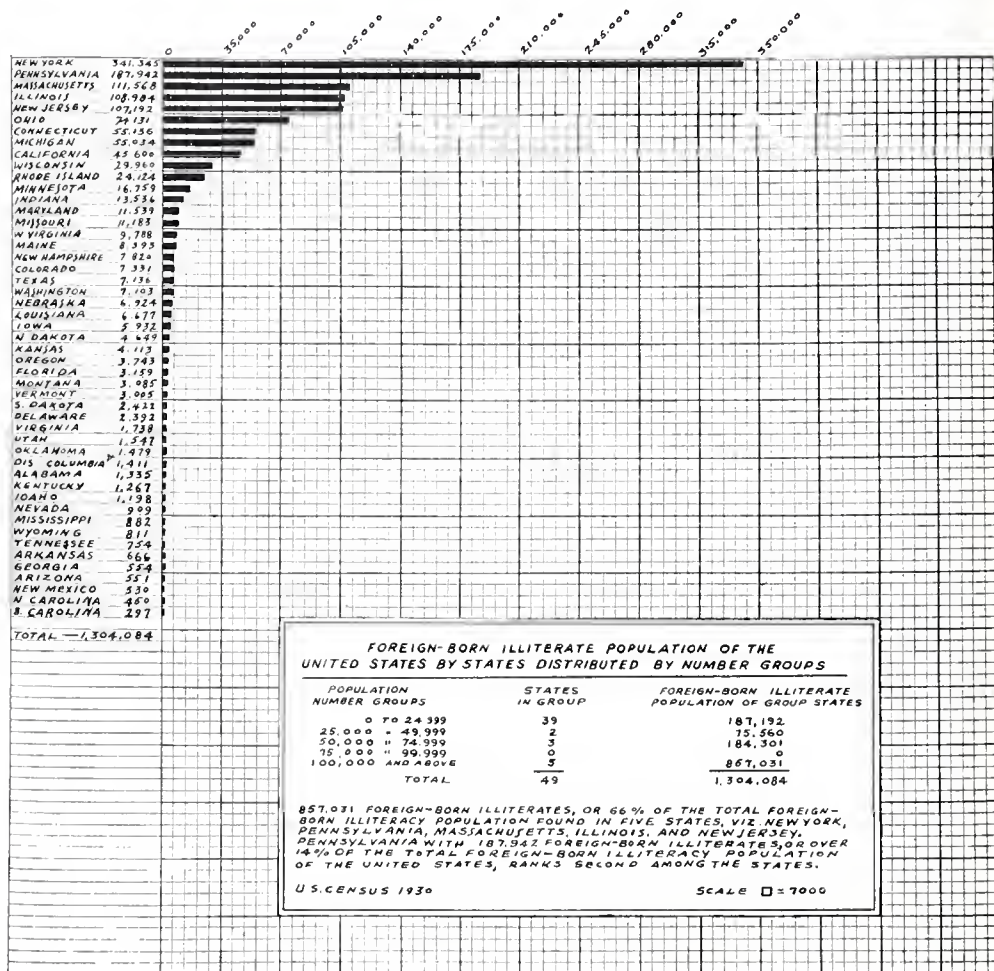
It should be noted that the passage of the Nineteenth Amendment, August 24, 1920, providing that "The right of citizens of the United States to vote shall not be denied or abridged by the United States or by any state on account of sex," prompted the inclusion, for the first time, in the Census enumeration a classification of the female foreign-born-white population as to their citizenship status. The Thirteenth Census showed that for 1920 of a total of 546,843 foreign-born-white females, 21 years of age and over, 283,990, or more than 51 per cent, were not naturalized; while in 1930 of a total foreign-born-white female population of 537,358, 210,771, or more than 39 per cent, were not naturalized.

As to our total alien population, the absence of a classification of female aliens prior to 1920 makes such comparison meaningless. However, for 1920 of a total foreign-born population of 21 years of age and over 1,274,033, there were 708,743, or 55.6 per cent, not naturalized. The Report for 1930 shows that of a total foreign-born population 21 years of age and over of 1,173,693, there were 434,330, or 39.6 per cent, not naturalized.

From the foregoing, it is obvious that of a total of 708,743 aliens in 1920 and 434,330 aliens in 1930, there has been a reduction during the past decade of 274,413, or 38.7 per cent, in the alien population of Pennsylvania. It should be added that the reduction in our total foreign-born-white population, 21 years of age and over, from 1,274,033 in 1920 to 1,173,693 in 1930, or 100,340, represents the effect of emigration, which, in spite of a continuing though restricted immigration, resulted in lowering the total of our foreign-born population 21 years of age and over. This reduction, however, in the total number is less than 8 per cent and would be reflected in the reduced percentage of alien population

GRAPH V

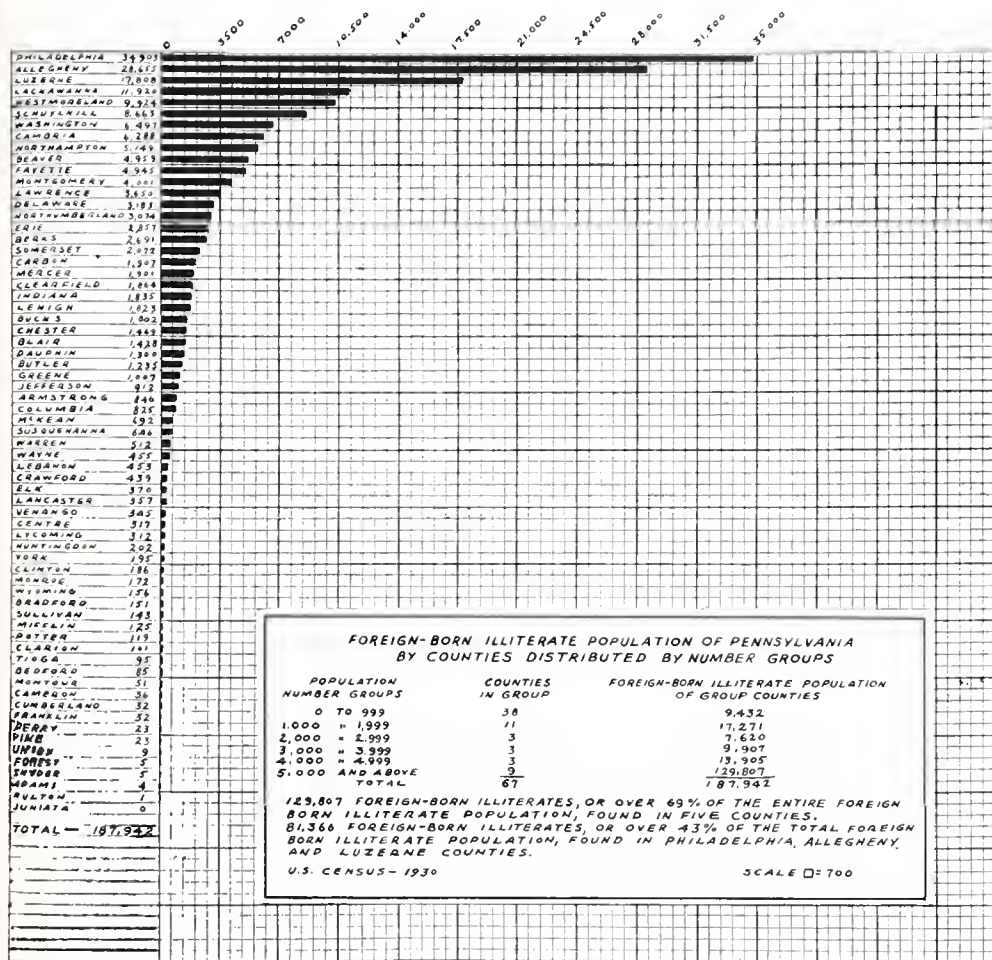
FOREIGN-BORN-WHITE ILLITERACY GRAPH for the UNITED STATES BY STATES



AGE GROUP 10 YEARS AND OVER
DEPARTMENT OF PUBLIC INSTRUCTION
COMMONWEALTH OF PENNSYLVANIA

GRAPH VI

*FOREIGN-BORN-WHITE ILLITERACY GRAPH
for
PENNSYLVANIA BY COUNTIES*



AGE GROUP 10 YEARS AND OVER
DEPARTMENT OF PUBLIC INSTRUCTION
COMMONWEALTH OF PENNSYLVANIA

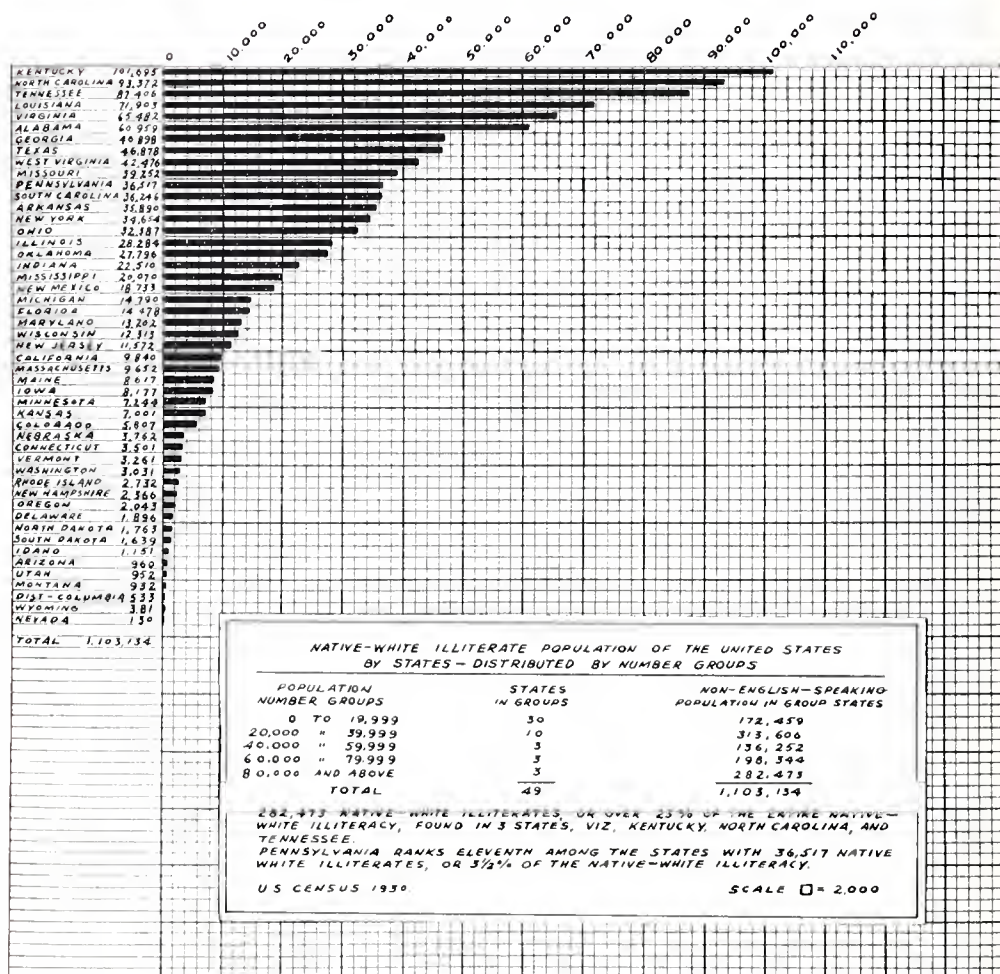
TABLE I
POPULATION CHARACTERISTICS
 Citizenship Status, Twenty-One Years of Age and Over
 Total Foreign-Born, Illiteracy, and Non-English-Speaking Ten Years of Age and Over
Census 1930

County	Total Population	Total Illiterates	Total Foreign-Born	Total Non-English Speaking	Total Naturalized	Total Not Naturalized	Total First Papers	Total Aliens	Total Unknowns
Adams	37,128	477	157	14	125	32	7	18	7
Allegheny	1,374,410	34,284	216,386	19,479	144,542	71,844	16,425	50,882	4,537
Armstrong	79,298	1,293	6,104	561	3,676	2,488	430	1,884	174
Beaver	149,062	5,638	25,079	2,285	12,434	12,645	1,890	9,975	780
Bedford	37,309	766	384	34	203	181	27	103	51
Berks	231,717	3,809	12,614	1,154	6,165	6,449	1,460	4,001	988
Blair	139,840	2,290	7,075	645	4,586	2,489	475	1,522	492
Bradford	49,039	438	1,377	122	897	2,480	86	360	34
Bucks	96,727	1,892	8,971	808	5,446	3,525	711	2,454	360
Butler	80,480	1,542	5,636	501	3,033	2,603	378	1,827	398
Cambria	203,146	7,356	27,577	2,458	14,515	13,062	2,114	10,736	212
Cameron	5,307	47	342	30	321	21	5	11	5
Carbon	63,380	2,332	7,694	686	3,743	3,951	464	3,054	433
Centre	46,294	786	1,731	151	1,041	690	124	482	84
Chester	126,629	3,474	8,381	761	4,051	4,330	441	3,148	741
Clarion	34,531	408	679	60	509	170	28	95	47
Clearfield	86,727	2,326	7,578	659	5,863	1,715	277	1,228	210
Clinton	32,319	394	1,153	102	860	293	37	182	74
Columbia	43,803	1,086	2,508	220	1,513	990	185	715	90
Crawford	62,980	633	3,593	319	2,235	1,358	207	871	280
Cumberland	68,236	457	540	49	389	151	30	83	38
Dauphin	165,231	2,382	8,173	734	4,972	3,201	519	2,406	276
Delaware	280,264	5,174	29,288	2,650	18,162	11,076	2,639	6,890	1,547
Elk	33,431	470	4,035	369	3,144	891	184	673	34
Erie	175,277	3,273	20,919	1,886	12,306	8,613	1,736	5,908	970
Fayette	198,542	6,994	24,898	2,208	12,645	12,220	1,785	10,294	141
Forest	5,180	45	161	14	120	41	10	29	2
Franklin	66,010	609	420	37	251	169	51	105	13
Fulton	9,231	113	15	1	10	5	2	2	1
Greene	41,767	1,429	3,162	284	949	2,213	373	1,741	99
Huntingdon	39,021	604	912	85	476	436	69	352	15
Indiana	76,395	2,204	7,322	666	3,925	3,397	461	2,705	231
Jefferson	52,114	1,235	3,493	306	2,575	918	131	603	194

	14,325	80	34	3	25	9	1	7	1
Juniata	---	12,886	54,951	490	37,363	17,588	3,406	12,330	1,852
Lackawanna	---	310,397	---	480	1,491	5,481	349	350	1,192
Lancaster	---	196,882	4,125	373	2,634	1,491	920	4,115	440
Lawrence	---	97,258	13,237	1,191	7,782	5,481	145	1,026	28
Lebanon	---	67,103	2,230	201	1,031	1,199	1,350	5,850	470
Lehigh	---	172,893	15,102	1,363	7,432	7,670	5,151	16,698	1,180
Luzerne	---	445,109	74,636	6,659	51,697	23,629	132	467	281
Lycoming	---	98,421	2,997	267	2,117	890	178	879	151
McKean	---	55,167	4,792	422	3,584	1,208	804	4,212	159
Mercer	---	99,246	11,963	1,042	6,388	5,175	60	166	92
Mifflin	---	40,335	629	61	381	248	82	348	98
Monroe	---	98,286	1,268	113	740	528	2,405	9,676	1,756
Montgomery	---	265,804	28,449	2,575	14,612	13,837	26	143	91
Montour	---	14,517	563	48	368	960	1,646	10,025	1,063
Northampton	---	169,304	22,574	2,035	9,840	12,734	534	1,481	515
Northumberland	---	128,504	10,545	925	8,015	2,530	4	17	9
Perry	---	21,744	114	10	84	30	26,712	79,681	10,174
Philadelphia	---	1,950,961	349,555	31,555	232,988	116,567	35	124	5
Phillips	---	7,483	674	58	510	164	22	169	68
Pike	---	17,489	861	75	692	259	1,889	7,585	470
Potter	---	235,505	27,084	2,426	17,740	9,944	1	11	9
Schuylkill	---	18,836	51	5	30	21	509	3,880	79
Snyder	---	80,764	7,792	701	3,324	4,468	16	123	13
Somerset	---	7,499	518	45	366	152	169	477	51
Sullivan	---	33,806	2,595	228	1,898	697	48	136	127
Susquehanna	---	31,871	1,312	113	1,001	311	9	10	14
Tioga	---	17,468	106	9	73	33	161	650	87
Union	---	63,226	2,813	249	1,915	898	187	795	117
Venango	---	41,453	4,605	407	3,506	1,069	2,168	10,758	1,256
Warren	---	204,802	31,575	2,842	17,393	14,182	137	584	38
Washington	---	28,420	2,411	212	1,632	759	2,514	12,991	1,896
Wayne	---	294,935	42,801	3,800	24,900	17,401	31	154	5
Westmoreland	---	15,517	778	69	588	190	137	337	103
Wyoming	---	167,135	1,861	166	1,224	637	85,708	312,254	36,368
Total	9,631,350	240,323	1,173,693	101,051	739,363	434,330	85,708	312,254	36,368

GRAPH VII

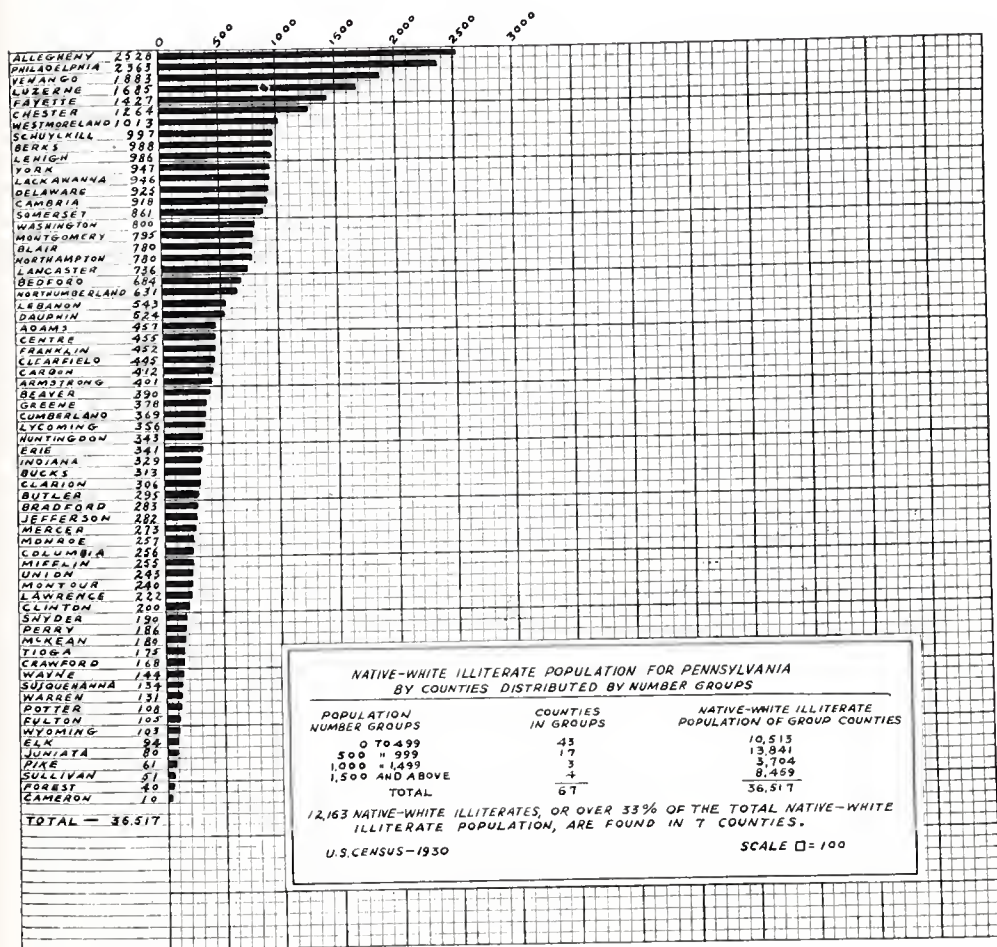
NATIVE-WHITE ILLITERACY GRAPH for the UNITED STATES BY STATES



AGE GROUP 10 YEARS AND OVER
 DEPARTMENT OF PUBLIC INSTRUCTION
 COMMONWEALTH OF PENNSYLVANIA

GRAPH VIII

NATIVE-WHITE ILLITERACY GRAPH for PENNSYLVANIA BY COUNTIES



AGE GROUP 10 YEARS AND OVER
DEPARTMENT OF PUBLIC INSTRUCTION
COMMONWEALTH OF PENNSYLVANIA

by not more than 3 per cent, since some of the emigrants were naturalized and virtually all of the immigrants during this period were aliens. We may be reasonably certain that irrespective of emigration, we have succeeded, during the past ten years, in reducing our alien population at least 35 per cent, due largely to our state program of English and citizenship classes for immigrants.

While the efforts of local public school officials have effected this pronounced reduction in our alien population, the problem of reaching and training 400,000 unnaturalized residents for an intelligent assumption of civic responsibility and of following them through the process of naturalization to the bestowal upon them of citizenship in the United States of America, remains a significant challenge to public education.

5. CONCLUSION

In conclusion, it should be repeated that an interpretation of the foregoing data should be made from the viewpoint of public education in its effort to further social unity. If Pennsylvania aspires to a state of democratic solidarity, she cannot afford to tolerate in her citizenry less than a common tongue; less than a functioning literacy in English; or less than a general understanding of our purposes, of our machinery of government, and of our problems. Otherwise, a successful participation in the life of our communities, our State, and our Nation becomes impossible to many. Otherwise, unity of purpose and effort in the interest of our social and economic well-being cannot be attained.

Due to factors such as extension of public-school facilities, compulsory school attendance, transportation of pupils, and the development of evening schools for adults and for girls and boys above the age of sixteen years, records of the past forty years show interesting and rather wholesome trends in the gradual reduction of illiteracy and the assimilation of our foreign-born population.

Graph XIII (see page 34) shows the trends from 1890 to 1930, of our illiteracy, non-English-speaking, and alien problems, both in terms of total numbers and in terms of the per cent each is of its total specific group. The curves shown are self-explanatory.

Table II, (see page 28) used as a basis for this graph, gives the total population of the Commonwealth in the respective groups, the total number of specific cases, and the respective per cents the latter represent of the former in each case.

For these groups, attention is directed to the more interesting and significant causes and implications as follows:

(1) **TOTAL ILLITERACY**—Our total population, ten years of age and over, has increased 3,667,946, or more than 90 per cent, since 1890, while the number of this group wholly illiterate has decreased 35,030, or 1.3 per cent, resulting in a reduction in our percentage of total illiteracy during the past four decades of more than 53 per cent. During this period, the greatest reduction in percentage of illiteracy in one decade was effected from 1920 to 1930, decreasing from 4.6 per cent to 3.1 per cent, or more than 32.6 per cent reduction.

(2) **NATIVE-WHITE ILLITERACY**—Our total native-white population, ten years of age and over, has increased 2,985,977, or 94 per cent, since 1890, while the number of this group wholly illiterate decreased 74,220, or 67 per cent, resulting in a reduction in our percentage of native-white

illiteracy during the four decades of 82.8 per cent, due in a large measure to improved public-school opportunities, compulsory attendance laws, and evening schools for adults.

(3) FOREIGN-BORN-WHITE ILLITERACY—From 1890 to 1910, there was a remarkable increase in our total foreign-born-white population ten years of age and over, of 582,443, or more than a half million, with a corresponding increase in the number of this group who were wholly illiterate of 135,742, or 90 per cent. A slight decrease in both groups is shown from 1910 to 1920, due probably to the World War and restriction of immigration, and this is followed during the decade 1920 to 1930 by a decrease in total population of 149,673, of 70,870 in number wholly illiterate, and in percentage of illiteracy of more than 18 per cent, due largely to increased emphasis during this period upon immigrant-education classes.

(4) NEGRO ILLITERACY—Facts relating to negro illiteracy within the Commonwealth seem particularly significant. Due in a measure to migration from southern states, particularly during recent years, the total negro population of the Commonwealth has increased 262,155, or 294 per cent, since 1890, and in spite of this enormous increase in numbers during this period the total number of negro illiterates has decreased 5,782, or 27 per cent, with a decrease in the percentage of illiteracy during these forty years of 81.4 per cent.

Granting that this decrease is due in part to better negro-school facilities in southern states, combined with marked immigration of negroes from such states, the fact remains that fifteen states have at this time a greater number of negro illiterates than Pennsylvania, although in many cases a much smaller total population.

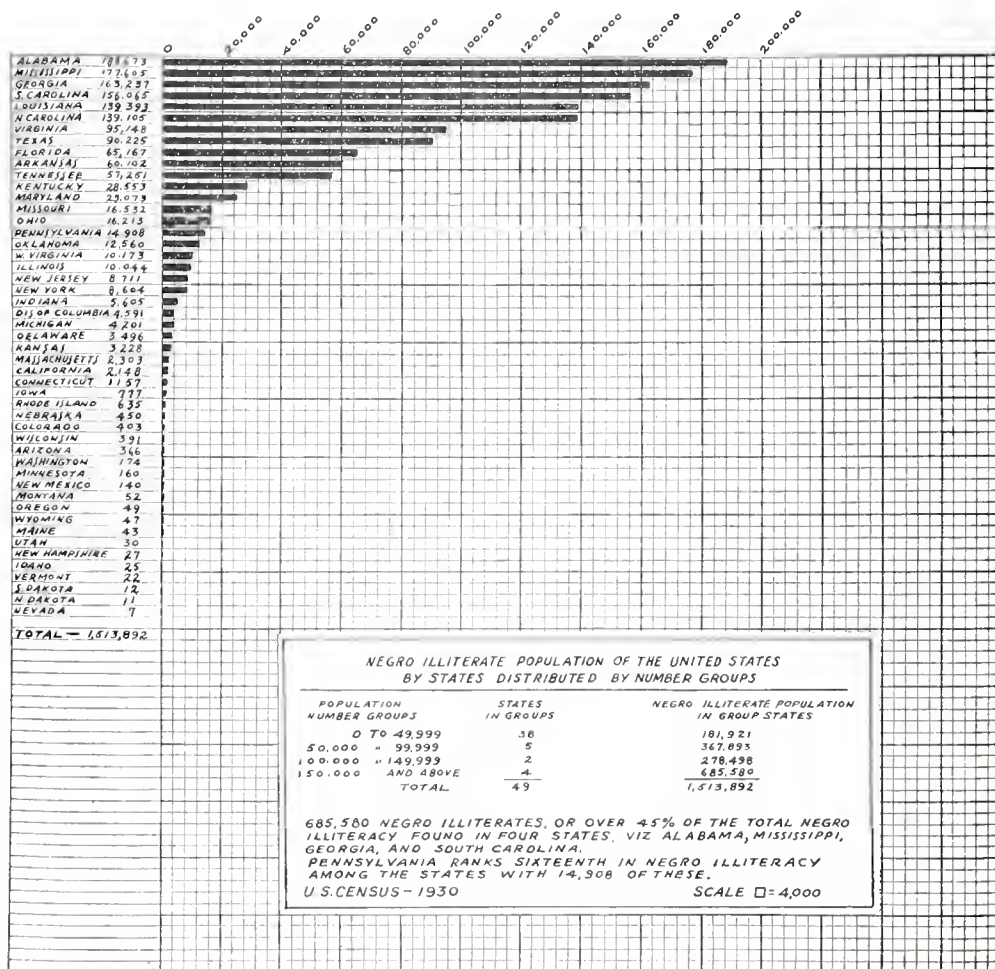
Only one answer can be seen and that is a sincere appreciation, on the part of this race, of the educational opportunities of which hundreds of thousands of negroes are availing themselves in our public schools, both day and evening.

Recognizing the seemingly insurmountable obstacles confronting many worthy members of this population group, great credit is due them for their interest and attitude shown by such a remarkable decrease in percentage of illiteracy in the face of large increases in total number, swollen by heavy, constant immigration from states having a much higher percentage of negro illiteracy.

(5) NON-ENGLISH-SPEAKING RESIDENTS—Inability to speak English within the Commonwealth has since 1890, as would be expected, corresponded closely to our foreign-born-white illiteracy during the same period. The increase in number of 582,443, or 72 per cent, in our total foreign-born-white population, ten years of age and over, up to 1910, resulted in a rise in inability to speak English from 133,962 to 466,825, or an increase of 248 per cent. Since 1910 a decrease in our total foreign-born population of only 168,865, or less than 13 per cent, due to the World War and to restriction of immigration, has been paralleled by a decrease in the number wholly unable to speak English from 466,825 to 101,051, or more than 362 per cent, probably due in part to English and citizenship classes, but in all a natural result of continued residence in an English-speaking country.

GRAPH IX

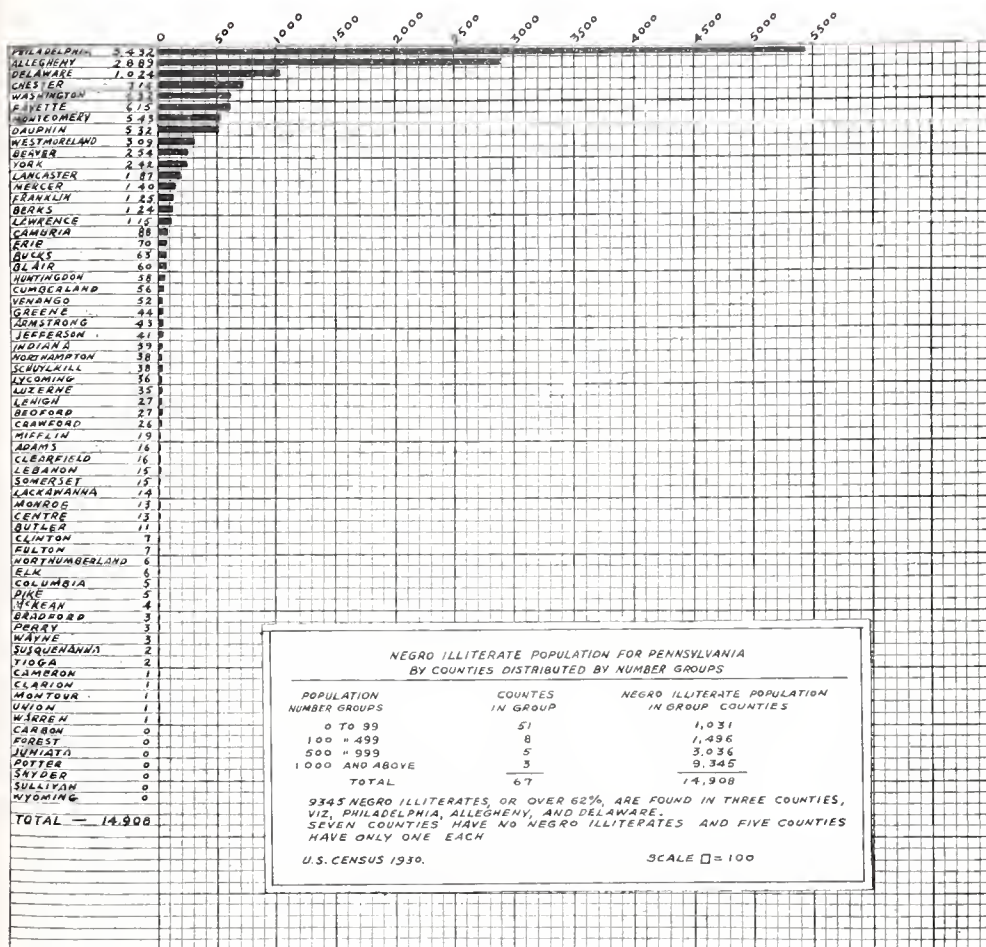
NEGRO ILLITERACY GRAPH for the UNITED STATES BY STATES



AGE GROUP 10 YEARS AND OVER
 DEPARTMENT OF PUBLIC INSTRUCTION
 COMMONWEALTH OF PENNSYLVANIA

GRAPH X

NEGRO ILLITERACY GRAPH for PENNSYLVANIA BY COUNTIES



AGE GROUP 10 YEARS AND OVER
DEPARTMENT OF PUBLIC INSTRUCTION
COMMONWEALTH OF PENNSYLVANIA

TABLE II
POPULATION CHARACTERISTICS AND TRENDS FOR PENNSYLVANIA
TOTAL ILLITERACY

Date	Total Population Ten Years of Age and Over	Number Wholly Illiterate	Percent Wholly Illiterate
1890	4,063,134	275,353	6.8%
1900	4,885,379	299,376	6.1%
1910	6,007,750	354,290	5.9%
1920	6,769,322	312,699	4.6%
1930	7,731,060	240,323	3.1%

NATIVE-WHITE ILLITERACY

Date	Total Native-White Population Ten Years of Age and Over	Number Wholly Illiterate	Percent Wholly Illiterate
1890	3,165,888	110,737	3.5%
1900	3,790,352	87,372	2.3%
1910	4,452,672	59,680	1.3%
1920	5,155,382	38,870	0.7%
1930	6,151,865	36,517	0.6%

FOREIGN-BORN-WHITE ILLITERACY

Date	Total Foreign-Born-White Population Ten Years of Age and Over	Number Wholly Illiterate	Percent Wholly Illiterate
1890	808,121	143,926	17.8%
1900	962,589	191,706	19.9%
1910	1,390,564	279,668	20.1%
1920	1,371,402	258,812	18.0%
1930	1,221,729	187,942	15.4%

NEGRO ILLITERACY

Date	Total Negro Population Ten Years of Age and Over	Number Wholly Illiterate	Percent Wholly Illiterate
1890	89,125	20,690	23.2%
1900	132,438	20,298	15.3%
1910	161,126	14,638	9.1%
1920	240,027	14,645	6.1%
1930	351,280	14,908	4.2%

NON-ENGLISH-SPEAKING

Date	Total Foreign-Born- White Popula- tion Ten Years of Age and Over	Number Wholly Unable to Speak English	Percent Wholly Unable to Speak English
1890	808,121	133,926	16.0%
1900	962,589	161,173	16.7%
1910	1,390,564	466,825	33.6%
1920	1,371,402	162,240	11.8%
1930	1,221,729	101,051	8.3%

ALIENS

Date	Total Foreign-Born- White Population Twenty-One Years of Age and Over	Number of Aliens	Percent Aliens
1890	397,444	186,048	46.8%
1900	487,140	252,431	51.8%
1910	741,610	492,783	66.4%
1920	1,274,033	708,743	55.6%
1930	1,173,693	434,330	26.6%

(6) ALIENS—Since 1890 the total foreign-born-white population, twenty-one years of age and over, rose from 397,444 to a maximum in 1920 of 1,274,033, and since has fallen to 1,173,693.

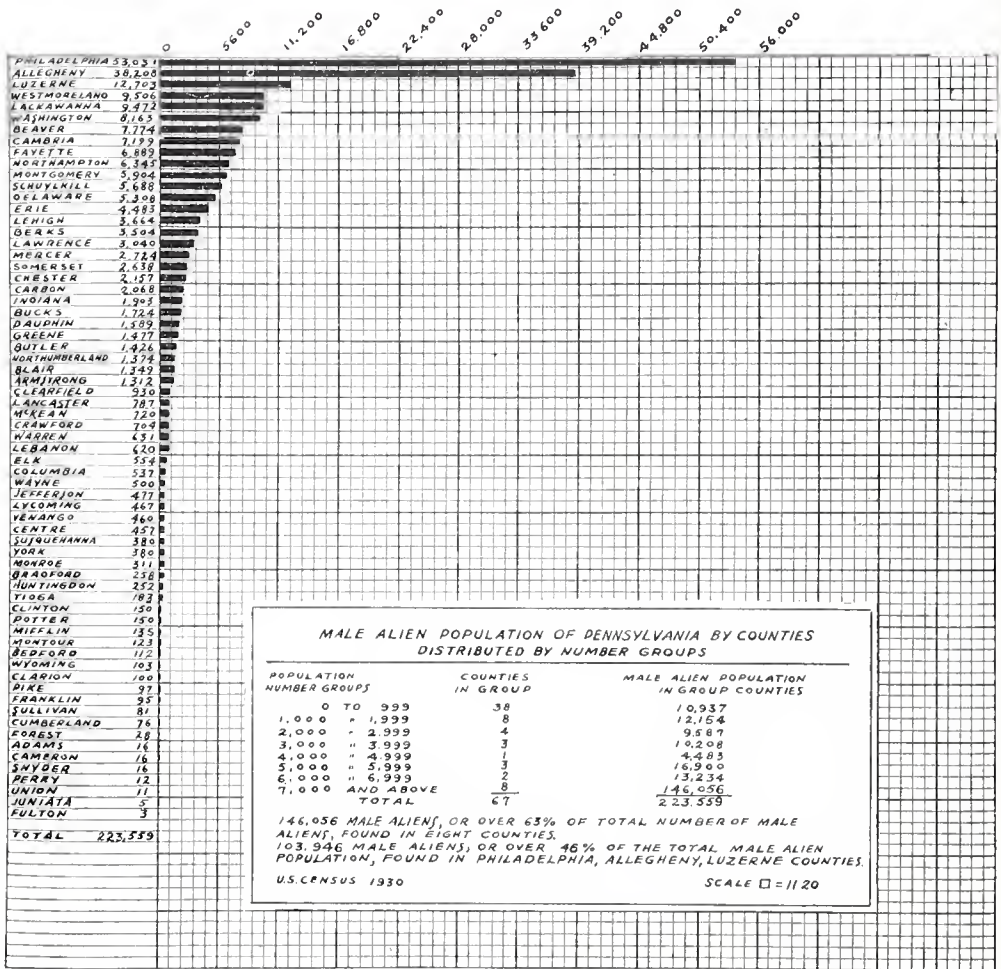
Consideration of the total alien population is misleading unless one bears in mind that in keeping with the provisions of the Nineteenth Amendment to the Constitution of the United States, female residents, twenty-one years of age and over, were tabulated for the first time in 1920, adding abruptly 283,990 foreign-born females to our total alien population for that year.

It is of interest to note in Graph XIII that following the abrupt rise in the curve to 708,743 in 1920, an even more abrupt fall in the curve occurs for decade 1920-1930, reaching a low of 434,330. Despite the fluctuation in total foreign-born-white population and in the number of aliens, there has been a steady decrease in percentages of aliens since 1910, during the last ten years of which this decrease has amounted in numbers of aliens to 274,413, or more than 38 per cent, and in percentage of aliens to 29.0 points, or more than 52 per cent, both being affected by emigration and by restriction of immigration.

Thus we find our illiteracy, non-English-speaking, and alien problems constituted; resolving themselves into two major objectives,—reduction of illiteracy in English, and the assimilation of our foreign-born; and being in fact both a basic and a vital adjustment service. By the minimum standards used in the Federal Census, we know we have 240,323 residents wholly illiterate, 278,783 residents wholly illiterate in English, 434,330 residents not naturalized, and many thousands of naturalized citizens and native illiterates with little or no training for an intelligent assumption of civic responsibility.

GRAPH XI

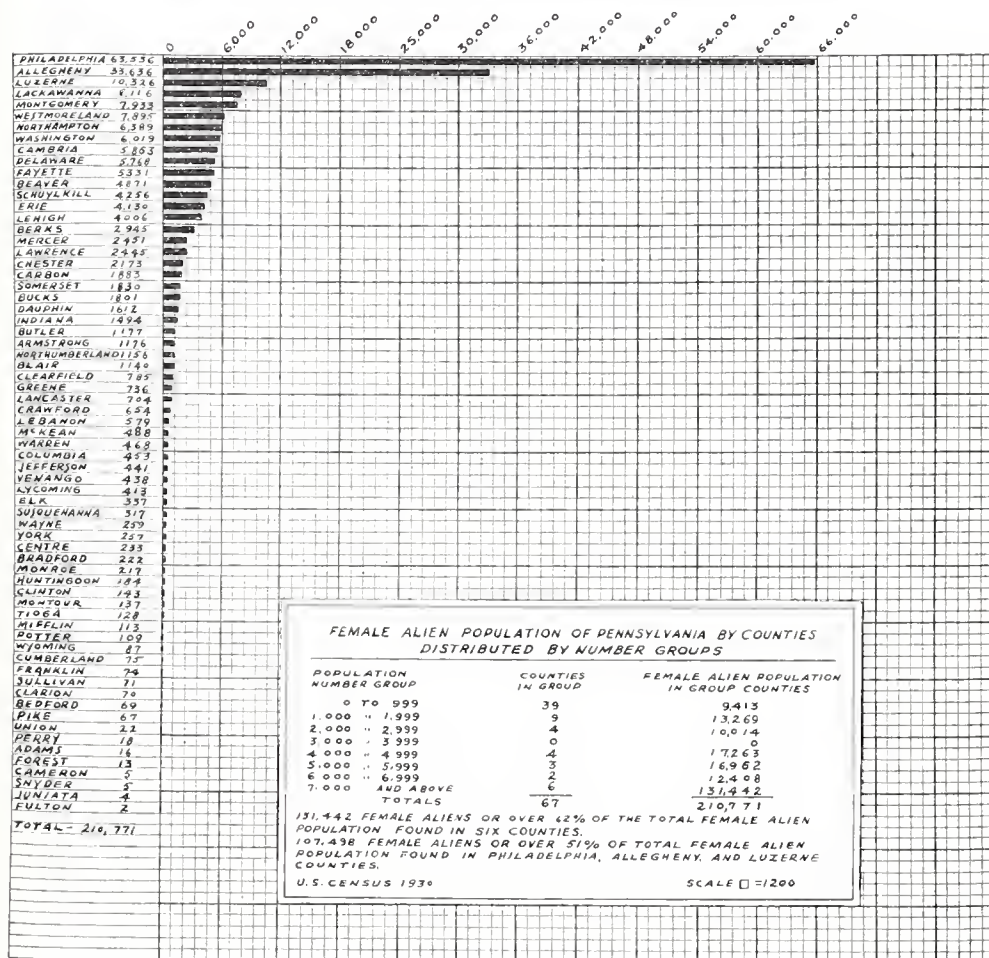
MALE ALIEN POPULATION GRAPH
for
PENNSYLVANIA BY COUNTIES



AGE GROUP 21 YEARS AND OVER
DEPARTMENT OF PUBLIC INSTRUCTION
COMMONWEALTH OF PENNSYLVANIA

GRAPH XII

FEMALE ALIEN POPULATION GRAPH FOR PENNSYLVANIA BY COUNTIES



BUT,—the state program of public education in Pennsylvania dares not to concede a standard for social preparedness of less than a functioning literacy in English. From this viewpoint one must, in the interest of social unity, recognize a problem of reaching and teaching English to approximately 1,175,000 residents of the Commonwealth, a problem of training for citizenship more than 430,000 aliens, and that further problem of training for an intelligent assumption of civic responsibility the hundreds of thousands of naturalized citizens and native-born residents who are in fact socially and economically illiterate.

II. The State Program of English and Citizenship Classes for Immigrants and Native Illiterates

FOR many years Pennsylvania has contributed its share to the assimilation of our foreign-born population and to the reduction of illiteracy in English. Great credit is due the vision and initiative of local public school officials who provided public school classes in English and in training for citizenship for immigrants and native illiterates decades ago.

1. EARLY LOCAL PROGRAMS

Records show that in 1850 Philadelphia led the way by providing, during that year, eight elementary evening schools to be in session from January to March, three evenings per week, for pupils of fifteen years of age and over who were not attending any day school during the year. Pittsburgh followed in 1855 when the then Superintendent of Schools, George J. Luckey, organized evening school classes in reading, writing, spelling, and arithmetic, covering a term of sixty-five evenings prior to Christmas of that year. During the same year, the Board of Controllers of the Reading school district organized three public night schools, two for males and one for females, to be in session each evening from 7:00 P. M. to 9:30 P. M., "for the benefit of those who cannot attend the day school."

It was in 1869 that Erie, through the then Superintendent of Schools, H. S. Jones, opened an evening school in which instruction was given in the common English branches during an evening school term of fifty-eight evenings each year; Joseph Rooney, then Superintendent of Schools at Scranton, in 1878 organized an evening school for adults in which were taught the common branches during two-hour sessions, four nights per week, for an evening school term of twenty weeks; in 1890 R. K. Buehrle, then Superintendent of the Lancaster public schools organized the first evening school for adults in elementary subjects, meeting four evenings per week; and in 1891 Leiby B. Landis, then Superintendent of the Allentown public schools, opened the first evening school for adults to continue "while attendance justifies."

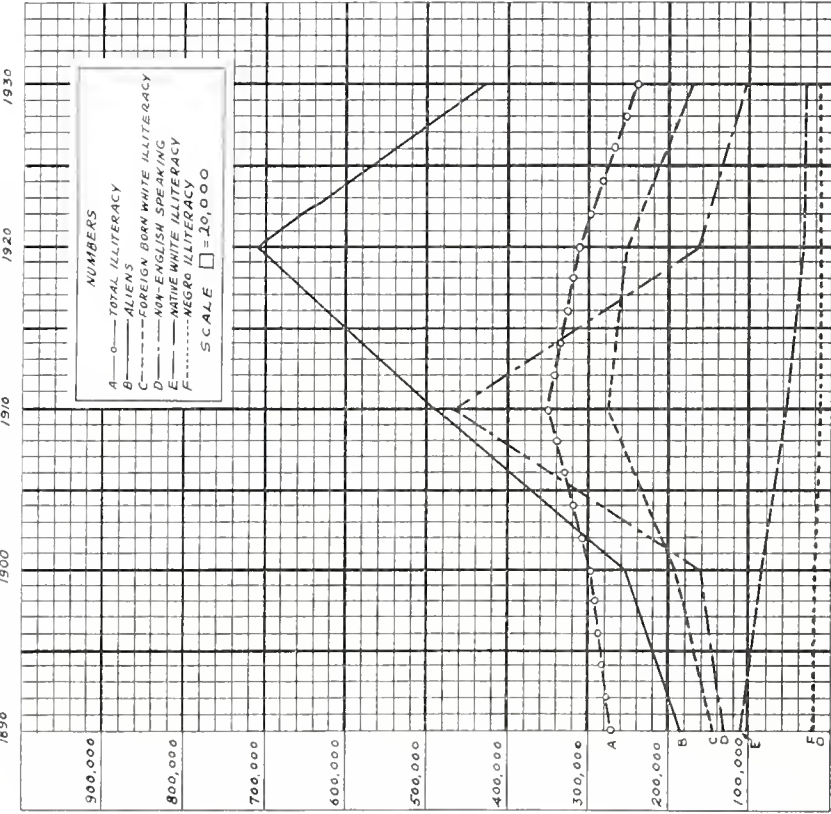
Thus we find that eighty years ago public school officials accepted literacy in English and a knowledge of the common branches as essential to successful participation in the life of their respective communities. The conception of social unity, however, and the vital necessity of assimilating our foreign-born population was not recognized until relatively recently. While the World War stimulated great public interest in this problem, Doctor Joseph B. Richey, Superintendent of the McKeesport public schools, as early as 1902 had organized evening school classes in speaking, reading, and writing the English language and in training for citizenship, adapted to the needs of our non-English-speaking immigrant residents. From 1914 to 1920 many cities and boroughs of the Commonwealth maintained so-called "Americanization" classes, specifically in the field of immigrant education.

2. SCOPE OF THE STATE PROGRAM

The state program of English and citizenship classes for immigrants and native illiterates is devised to serve these two groups in accordance

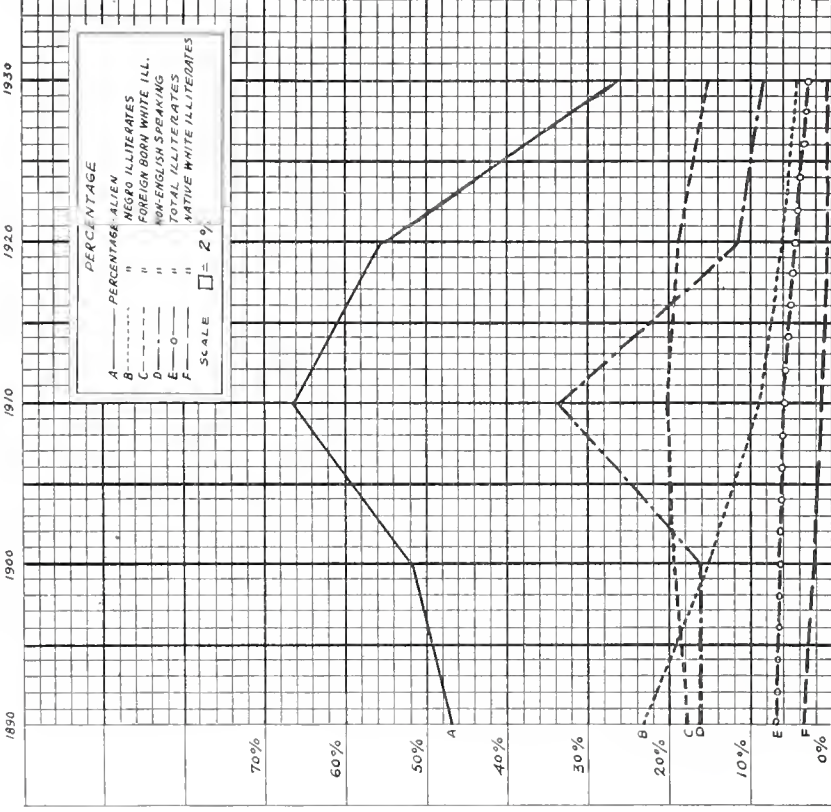
GRAPH XIII

POPULATION CHARACTERISTICS TRENDS
FOR PENNSYLVANIA IN NUMBERS, 1890-1930.



NUMBERS REPRESENT TOTALS FOR THE COMMONWEALTH
PERCENTAGES ARE OF TOTAL NUMBER OF SPECIFIED GROUPS
ALIENS ARE OF AGE-GROUPS TWENTY-ONE YEARS OF AGE AND OVER
ILLITERATES AND THOSE UNABLE TO SPEAK ENGLISH ARE OF AGE-GROUPS TEN YEARS OF AGE AND OVER
FOR INTERPRETATION OF THIS GRAPH SEE CONCLUSION OF SECTION I

POPULATION CHARACTERISTICS TRENDS
FOR PENNSYLVANIA IN PERCENTAGES, 1890-1930.



with their needs. English and citizenship classes for native illiterates are found in the regular program of the evening elementary school for adults. Immigrant education classes include generally the elementary work of evening schools for native illiterates and certain additions indicated by the following outlines:

(1) IMMIGRANT EDUCATION—

- a. Instruction and practice in speaking, reading, and writing the English language.
- b. Instruction in American social customs.
- c. Training in health and sanitation.
- d. Training in our form and machinery of government.
- e. A review of the problems of democracy and current political, economic, and social issues.
- f. Intensive training in the elements of the common branches.
- g. Experience in fundamental business practices.
- h. Counsel and proctorship in the naturalization process.
- i. Advice and aid in immigration problems.
- j. Class journeys to local points of interest and to the State and National Capitols.
- k. Interpretation of public problems and opinion through the use of current events, (newspapers and periodicals).
- l. Training and experience in the use of the public library.
- m. Group singing of American and National airs.
- n. Training in social participation through group socials and entertainments.
- o. General adjustment service.

(2) EVENING ELEMENTARY SCHOOLS FOR ADULT NATIVE-BORN ILLITERATES—

- a. Training in reading and writing the English language.
- b. Instruction in grammar and composition.
- c. Instruction in physiology, health education, and sanitation.
- d. Instruction in history, American government, and problems of democracy.
- e. Instruction in geography.
- f. Practice in general shop activities.
- g. Instruction in the essentials of elementary arithmetic.
- h. Experience in fundamental business practices.
- i. Training in American social customs.
- j. Interpretation of public problems and opinion through the use of current events, (newspapers and periodicals).
- k. Training and experience in the use of the public library.
- l. Class journeys to local points of interest.
- m. Group singing.
- n. The provision of social contacts through group socials and entertainments.
- o. General adjustment service.

In addition to the regular evening elementary school in which instruction in reading, handwriting, arithmetic, physiology, grammar, composition, history, civics, geography, woodwork, and general shop are provided for adults generally, we have specialized immigrant education

classes meeting as a part of the evening elementary and evening secondary school program; neighborhood classes held in libraries, community centers, settlement houses, and lodge halls; factory classes held in manufacturing plants, shops, and stores; and home classes for foreign-born mothers which consist of small, natural groups of from three or four to eight or ten foreign-born mothers and their relatives, neighbors, or friends, which meet in the homes of the members of the groups themselves and are taught by a full-time, home-class teacher employed by the board of public school directors.

3. OBJECTIVES OF ENGLISH AND CITIZENSHIP CLASSES

The objectives of English and citizenship classes may be stated generally as the training of immigrants and native illiterates for an intelligent assumption of civic, social, and economic responsibilities. Specifically, these objectives are as follows:

- (1) The development within the Commonwealth of a common tongue, (English), which will make possible a better mutual understanding, a more common purpose, and greater unity of effort, at the same time tending to increase safety, defeat exploitation, and to unify and stabilize the varying groups and communities of the State in a common purpose.
- (2) The eradication of illiteracy in English, as essential to personal safety, to an understanding of current social and economic problems, to vocational efficiency, to social participation, to self-adjustment to changing conditions, and to self-improvement by means of further reading and study,—tending to establish among different groups and interests a greater mutual understanding and confidence, a stronger resistance to radical propaganda, and a more intelligent cooperative effort.
- (3) Training in citizenship which will acquaint both immigrants and native illiterates with our purpose and form of government, with current social and economic problems, and with our democratic means of correcting inequities, injustices, and abuses,—tending to establish in each individual a spirit of loyalty and devotion to American ideals and enlisting his interest and support in the preservation of our tried institutions and the refining of our social and economic order in the interest of human betterment.
- (4) The naturalization of our foreign-born residents as the culmination of an adequate training in citizenship to secure their contributions of thought and experience, to crystallize their interest in and loyalty to their adopted land, and to win their conscientious support for legislative sanction of desired changes.
- (5) The provision of practical assistance to the newcomer in the adjustment problems which confront him and the members of his family in adapting the language, customs, and order of life to the routine practices of a strange land, helping him in his immigration problems, advising him as to sources of reliable legal and professional aid, counselling him against unprincipled exploitation, and serving as friend and adviser in routine and emergency needs.

- (6) A practical training of the immigrant and the native illiterate in the tools of learning, in health and sanitation, in social customs, in fundamental business practices, and in home and community responsibilities, in the interest of personal well-being and social competency.
- (7) Introducing the immigrant and the native illiterate to local machinery of government, acquainting them with public agencies and public service, directing their attention to the duties as well as the rights of citizenship, and initiating for them social and public contacts in the interest of aggressive personal participation in the life of their communities.
- (8) The general freeing of the souls of under-privileged men and women from the bondage of illiteracy and ignorance, broadening and enriching their cultural appreciations, inculcating an attitude of tolerance and open-mindedness, stimulating their pride and aspiration for better things for themselves and their families, giving to them a greater confidence and contentment, shielding them and theirs from abject poverty and deprivation, strengthening the bonds of family relationships and parental control, and fostering through them greater social unity and a growing spiritual vitality in our race.

4. ORGANIZATION OF SCHOOLS AND CLASSES

For the greater part, existing types of English and citizenship schools and classes, and their organization, represent a response to individual and group needs.

- (1) Public School Classes—Public school classes in English and citizenship consist, for the greater part, of evening classes enrolling both men and women and held in conjunction with evening elementary or evening secondary schools. In some communities, special evening schools have been provided, separated from the evening elementary and secondary programs, in which wood-working classes for the men and sewing classes for the women have been added to the regular English and citizenship classes. Afternoon public school classes for women, where home classes have not been established, are found to be generally more effective for the many mothers who have household duties and younger children requiring their attention during the evening.

Public school classes meet generally either two or three days per week. Experience has shown that less than two sessions per week seems to entail too great a period of time between classes for a proper retention of what is learned. More than three class periods very often becomes burdensome, not only through conflict with other duties, but through actual attendance and application to classwork. As a general rule, three sessions per week, on Monday, Wednesday, and Friday, are recommended, thus providing an alternate day for rest and preparation of classwork for both teachers and students.

- (2) Home Classes for Foreign-Born Mothers—Probably the most vital type of immigrant education in the state program of English

and citizenship classes is found in the home class for foreign-born mothers. In our efforts to assimilate our foreign-born population, classwork is aided by the daily contacts of the fathers and the children with English-speaking people and the exercise of American customs. The foreign-born mother, however, of the entire family is isolated from these influences and, for the greater part, remains shut off from the contacts which would enable her to participate in the life and activities of her community.

The children of the foreign-born mother, for the greater part attending the public schools, readily learn the language and customs of their new world. The father and the older daughters and sons find ample opportunities for learning the English language and for absorbing the customs and courteous expressions of their associates through contacts necessary in their daily work.

Of the entire family, the mother alone is handicapped by the restrictions of household duties and racial traditions which often frown upon the freedom enjoyed by her American sisters in making new contacts. When occasionally having the opportunity to acquire some knowledge of the English language and of American customs, her very inability to speak English and lack of knowledge of such customs tend to make her over-sensitive as to these handicaps, making it impossible for her to take advantage of such situations. Even in the daily purchase of provisions, the foreign-born mother, unable to speak English, is unable to ask directions and is restricted in her trading to those who speak her native tongue. Often she finds it necessary to use her children as interpreters for her. Compulsory school attendance fosters the rapid adjustment of the child to his new environment through his public school contacts while his mother is left behind, too often breeding a lack of filial respect and obedience and tending eventually to break the bonds of parental control.

Home classes for foreign-born mothers are developed through a type of social service in which a full-time teacher is employed who devotes herself to making contacts with and friends of the non-English-speaking mothers of a community. After having won the confidence and friendship of certain of these, small classes are organized, consisting of natural groups of three to ten relatives, neighbors, and friends. The home-class teacher meets such classes in the homes of the members of her class group at an hour and on days of the week best suited to the needs of a majority of the class.

As in other classwork of this nature, not less than two sessions per week should be attempted, and then at a convenient hour of the day and during a class period of about ninety minutes or two hours at the most, avoiding interference with the household and maternal duties of the members of the group.

- (3) **Neighborhood Classes**—Neighborhood classes are typical of the effort made in English and citizenship classwork to conform to the needs and preferences of foreign-born groups. In many instances, the convenience of men and women students is served by holding such classes in a nearby lodge hall, settlement house, or library rather than in a public school building farther removed

from the homes of the members of a class. Often too, classroom facilities are made available in such centers where heat and janitorial service are already supplied, avoiding such additional expense entailed in the opening of public school buildings in the evening.

For foreign-born women generally, the regular day-school activities make the use of the public school impossible at hours most convenient to them. Late afternoon classes are possible in the public school building, but these generally intrude upon the necessary preparation of the evening meal and other home duties. While the use of school buildings by our newcomers should be encouraged, the natural timidity of many possible enrollees will lead them to withdraw from the class rather than attend a class held in a public school building. So also, while outside contacts and a disregard for racial lines, customs, and associates will aid in a more rapid democratization of the foreign-born resident, in many instances these objectives must be submerged, particularly in beginning work, and the sense of security and consciousness of kind typified by the neighborhood class may be employed not only in organizing classes but in maintaining membership after the beginning of classwork.

The neighborhood class should be made to serve classes for men, classes for women, and mixed groups at any hour preferred by the majority of the group concerned. Such classes lend themselves to elastic programs in which the needs of alternating working shifts and like irregularities can be met by appropriate shifts, from week to week, of the hours of such class sessions.

- (4) **Factory Classes**—The factory class represents a cooperative effort between industrial management and public education in assimilating our foreign-born population, in eradicating illiteracy in English, and in increasing the vocational efficiency of employees. Many public-spirited employers invest both time and money in the general education of their employees, as well as in special training and in far-reaching personnel and welfare service.

The factory class is generally housed within the plant or shop itself. Public school teachers are provided by the board of school directors and non-English-speaking persons and native illiterates are taught to use the English language and given training in citizenship. The distinctive characteristic of the factory class is the specialized vocabulary of the shop, which is used in teaching English. Such class-rooms are usually equipped with samples of the tools, equipment, and products of the shop, as largely as possible, and in the development of class lessons such vocabulary is employed to facilitate the speaking, reading, and writing of words most closely allied to the day's work of the shop, supplemented by safety education.

In factory classwork experience has shown that best results, in the form of interest and achievement on the part of workmen, are not always attained by a wholly gratuitous offering of such educational opportunities. With the support of shop superintendents, foremen are in a position to enroll in such classes all workmen

needing such training, but the policy of granting full time off for classwork on full pay has been largely abandoned.

Generally speaking, greatest success has been found by granting half-time on full pay and requiring the workmen to contribute an equal amount of time to class attendance without pay. For this reason factory classes, for the greater part, are organized to dovetail with alternating shifts, beginning forty-five minutes to an hour prior to the close of the shift period and continuing for an equal length of time beyond the close of the shift period, the members of the class receiving full pay for that half of the class period falling within the shift period and contributing an equal amount of time to classwork immediately following the end of the shift period. In the case of alternating shifts, the flexibility of the factory class and the controlled attendance makes possible a corresponding alternating shift of class sessions so that no disruption of regular classwork is entailed.

With the whole-hearted cooperation of shop superintendents and foremen, no more effective instruction can be attained than that of the factory class. The rigid checking of attendance and the regularity of procedure, supplemented by the immediate application of the vocabulary employed, motivates the interest and efforts of all workmen enrolled in such classes. Like other English and citizenship classes, no fewer than two sessions per week should be employed, and regular daily sessions are found to be more effective than a staggered class-session program.

5. CLASSIFICATION OF PUPILS

In the organization of groups for classwork, such students should be classified according to their ability to speak, read, and write the English language as largely as possible. Generally, this classification includes three groups, namely, Beginners, Intermediate, and Advanced. Wherever classification of pupils is possible, a resourceful teacher is able to do acceptable work with larger groups, but in all classes enrolling non-English-speaking individuals the number should not exceed eighteen or twenty persons as a maximum because of the time required for individual practice in speaking.

In smaller communities, however, the numbers enrolled will represent all ages and varying grades of achievement, and in toto will not justify the employment of more than one or two teachers. If two teachers can be justified, the group should be classified into beginning and advanced students. If one teacher only is employed, the classwork necessarily becomes a matter of individualized instruction in which the teacher cannot be expected to do creditable work with more than eight or ten pupils as a maximum.

Even in the one-teacher English and citizenship school, it is of advantage to classify the group into beginning and advanced sections. Under such an arrangement, however, the teacher's best work will be done before and after the class session in planning and preparing seat work for one section while the other is receiving instruction and practice in speaking, reading, or writing, or having general discussion.

The organization of the course of study for English and citizenship classes should not impose a complete divorcing of citizenship training from English instruction. After students have attained a degree of

facility in speaking, reading, and writing the English language, citizenship training should begin as an integral part of their course of instruction with discussions of our purposes, our machinery of government, and our social and economic problems serving as excellent material for practice in reading, writing, and speaking the English language.

In addition to citizenship training, a review of the fundamental processes of arithmetic, of American tables of weights and measures, fractions, and percentage, together with basic facts in American history, should be insured in the course of study to complete the practical vocabulary of the many texts for immigrants and native illiterates now available.

6. EMERGENCY ADULT EDUCATION CLASSES FOR THE REDUCTION OF ILLITERACY

During the past two years interest in the reduction of illiteracy has been greatly stimulated by the Federal emergency adult education program. These classes, supported by public funds, are administered through a state staff of emergency adult education specialists with an emergency education council in each county of the Commonwealth.

Of the several fields of adult education service authorized by the Federal Government in this program, specific instructions were given out that the reduction of illiteracy be emphasized. Coming at a time when shrinking revenues resulted in the closing of a few local systems of evening classes for immigrants and native illiterates, it has resulted in greatly increased enrollments in this type of work throughout the Commonwealth. For the month of May, 1935, there was a total of 683 English and citizenship classes operating, enrolling a total of 10,441 students. Of this number, 254 were home classes for foreign-born mothers. During the winter there was a maximum of 15,917 enrolled in these classes. This evidence of a widespread demand for classes in English and citizenship is indicative of a need fully recognized by immigrants and native illiterates.

Federal emergency English and citizenship classes differ from those of the regular state program in that no certification of teachers is required, and salaries of instructors are paid from Federal rather than local funds.

Federal authorization, however, prohibits the organization of emergency illiteracy classes as a substitute for the English and citizenship classes of the regular state program.

7. CONCLUSION

In the state program of English and citizenship classes for immigrants and native illiterates, more than sixty cities and boroughs have cooperated during recent years, with a maximum pupil-course enrollment for 1932-1933 of 50,000 immigrants and native illiterates in public school, factory, and neighborhood classes; and 12,000 foreign-born mothers in home classes.

It is admittedly difficult for those of us who have enjoyed the advantages of public education to realize fully the conscious inferiority, the manifold handicaps, and the bewildered uncertainty which beset those who are illiterate. Evidence of the wide-spread demand for English and citizenship classes is to be found in the rapid growth of this type of educational service in the emergency adult education program.

Certainly in a democracy such as ours, adjustment service is the prime function of public education, and in this adjustment function what can be more rudimentary, more basic, and more vital than literacy in our native tongue and a safe minimum of citizenship training?

While the efforts of local public school officials have succeeded in reducing our illiteracy, non-English-speaking, and alien problems, effecting, during the past decade, a reduction in our illiteracy of 32.6 per cent and a reduction in our alien population of 38.7 per cent, the problem of reaching and teaching the English language to our 240,323 residents of Pennsylvania now wholly illiterate, and of training for citizenship and naturalization 434,330 foreign-born residents above the age of twenty-one years, constitutes a very real challenge to public education.

It is of interest to observe that if among our citizenry, twenty-one years of age and over, we could find but one individual in ten who would assume the responsibility of teaching one of our illiterates the English language and of bringing about the training in citizenship and the naturalization of one of our aliens, our illiteracy and alien problems in Pennsylvania would be solved.

III. Methods, Devices, and Teaching Aids

THIS section is devoted to the essentials of methods of teaching a modern language, including a brief resume of practical suggestions to teachers of English and citizenship classes for immigrants and native illiterates.

1. QUALIFICATIONS OF THE TEACHER

In addition to the possession of a Temporary or Permanent Extension Standard Certificate, as an index of professional preparation the successful teacher of adult immigrants and native illiterates must possess certain qualities of mind and heart which will win the confidence of these groups, secure their enrollment in classes, and cause them to continue their work even when weary in body and discouraged in mind.

Such a teacher should be at heart a social worker, possessing vision and a deep human sympathy, and imbued with a spirit of service, for the responsibilities of such teachers are more than formal instruction in English and citizenship. If such positions of trust are filled, the teachers accepting such responsibilities must expect to devote more hours to incidental work connected with the course of study than is given to actual classwork. More than this, both the immigrant and the native illiterate, if properly stimulated, will, if given the opportunity, draw close to his teacher for assistance in meeting the many problems confronting them.

When the preparation of teachers for this type of teaching service is taken seriously, training and experience in guidance and counselling will be a part of the required training, for the essence of this phase of the state program of public education consists of adjustment service, and that teacher who does his work well in such a capacity serves as friend and counsellor in all matters, from the problems of securing jobs to those of legal aid in matters of business and attempted exploitation and clinical service for the immigrant child with tubercular symptoms or a crooked back.

In the teaching of English and citizenship to immigrants and native illiterates, one finds the supreme test of teaching ability. While the teacher almost invariably has the advantage of the interest and attention of the student, motivated through a keen sense of need, the only hold, in the long run, that he has upon his student is the latter's sense of achievement in his efforts to learn about the things of which he seeks information.

2. PROBLEMS OF THE IMMIGRANT AND NATIVE-ILLITERATE STUDENT

That this type of teaching is the supreme test of teaching ability is particularly true of the problem of teaching the English language to a non-English-speaking resident, mature in years, who has never had the opportunity of learning to read and to write in any language. For him the vocal sounds of his native tongue have never been associated with print and script symbols. Too often a life-time of mental dormancy has rather unfitted him for a reasonably rapid development of the multifarious association bonds entailed in learning to read and write his own language. To add to such difficulties the problem of the oral symbols of a language new to him, involving many new sounds and combinations

of sounds, complicates the issue and raises a very real problem for both teacher and student.

Even in the case of the non-English-speaking resident who is literate in his native tongue, we have identical problems to meet, except that being literate the student has had the experience of the associated oral, print, and script symbols of his native tongue. Against this seeming advantage, however, the teacher finds that except through direct association of English symbols with their meanings and sufficient drill to establish firmly such association bonds, the life-long rules of pronunciation of the native tongue constantly assert themselves, leading to disruptive mal-associations of English oral, print, and script symbols with their respective meanings and vice versa.

3. ESSENTIALS OF METHODS OF TEACHING A MODERN LANGUAGE

The task of teaching English to immigrants and native illiterates is a problem of methods of teaching modern languages. Teachers of such classes should be well grounded in the principles of the Direct Method, the Conversational Method, the Gouin Method, and the Analytical-Inductive Method. The so-called translation method is *never* used. The purpose of the immigrant-English class is to develop facility in speaking, reading, and writing the English language, and no language other than English should be permitted during the class period, except at rare intervals in the interpretation of the meaning of a particularly subtle and difficult word or phrase. The speedy recalls required in speaking a language with ordinary fluency, or in comprehending what is said when it is spoken with ordinary fluency, cause the translation procedure to defeat a normal use of a language when so learned.

In teaching groups illiterate in English, whether they are English-speaking or non-English-speaking, all interpretation of vocabulary and all drill and review should be based entirely upon direct association of objects, actions, relationships, and attributes of objects, actions, and relationships with their oral, print, and script symbols. For all non-English-speaking classes, including persons literate in their native tongue, no printed or written material should be given them until the English oral symbols employed have been directly associated with their respective meanings and such bonds rigidly clinched, and even then the printed material given to the class should be limited to the oral vocabulary previously thoroughly developed.

For all English-speaking classes unable to read and write the English language, whether immigrants or native illiterates or both, the same strict adherence to the principle of direct association of symbols with their meanings will increase many fold the effectiveness of teaching them to read and to write the English language. The teacher should analyze the problem or problems which his group presents and plan his presentation, interpretation, and drill upon vocabulary accordingly, whether his work involves the presentation and interpretation of oral symbols as well as print and script symbols for the non-English-speaking immigrant, or the presentation and interpretation of print and script symbols only for the English-speaking immigrant and the native illiterate.

(1) PRACTICAL COMPROMISES IN METHODS OF TEACHING—A second vital aspect of beginning classwork is found in the clash arising between

sound methods of teaching and the desire of adult members of the class to read and write something beginning with the first session. In some of these students, the desire to possess and to use a book falls little short of an obsession. In all persons wholly illiterate, whether English-speaking or non-English-speaking, the desire to read and to write something beginning with the first class session is all but devouring. To adhere strictly to all of the principles of accepted methods of teaching modern languages and at the same time partially gratify the destructively ambitious desires of such members of the class, is obviously impossible. The best interests of all concerned are served by a conservative compromise.

In compromising on such matters, however, the sound judgment of the teacher should guard as largely as possible against the multitude of mal-associations which threaten to arise in the minds of the students due to such concessions made in deference to their wishes, all of which must be up-rooted and destroyed before the language-learning process can continue.

To avoid mal-associations of printed English words with the pronunciation equivalents of native tongues, it is suggested that lesson sheets be used, and that in beginning work only one of such lesson sheets be given to the members of the class at a time, and then only after there has been a thorough presentation and drill upon the oral equivalents of the sentences of the lesson sheet. Regardless of the text being used, it will be found of great advantage to have the beginning lessons, for a period of at least fifteen class-sessions, reproduced by printing or mimeographing, after which habits of English pronunciation will have become rather well established and the text may be given the members of the class without serious disadvantages to their learning.

(2) TEACHING WRITING—Writing in beginning classes, other than the formation of English script characters, should be postponed if possible for several class sessions. Since by the analytical-inductive method spelling is learned from reading and writing sentences rather than as a synthetic process of constructing words out of letters, the alphabet, in its traditional order, is not important except as practice in the formation of script symbols. Anticipating the later use of a uni-lingual English dictionary, practice in the formation of script symbols should be accompanied by sample alphabets, arranged in the traditional order, either at the top of the blackboard about the room or on sheets of paper prepared for this purpose. So also in early practice in forming script characters, the principle of direct association suggests that all copy of capital and small script characters be placed immediately below the appropriate printed characters.

For those who insist upon writing something from the first class session on, it is suggested that innocuous copy only be used, such as the individual's name, his address, and perhaps a few of the first and simpler sentences presented and interpreted to the group.

After habits of English pronunciation have been thoroughly established within a limited vocabulary and reading begins generally, writing material for each class session should be identical with the reading lesson for that session. To permit writing to lag behind reading, with students constantly writing only those lessons of a session or two before, is to fail to take advantage of direct association in the learning process.

The time of the class, both in interpretation and in drill and review, should be distributed among the types of recall involved in learning a language, those for the non-English-speaking group being greatest in number of all, as follows: understanding the language when it is spoken, speaking the language, silent reading, written composition, reading aloud, and writing from dictation.

(3) **NUMBER WORK AND ARITHMETIC**—Number work and arithmetic can be begun as soon as the text is given to members of the class. All adults, even those wholly illiterate, have a sense of number and as a beginning the pages of the text will suffice. The non-English-speaking literate adult needs to learn, as a beginning, only the English oral, print, and script symbols of arabic numerals. The English-speaking immigrant and native illiterate need to learn, as a beginning, only the print and script symbols of numerals. For all wholly illiterate, the fundamental processes must follow in their turn, with simple fractions, decimals, percentage, tables of weights and measures, and the usual exercises in practical computations.

4. RANDOM SUGGESTIONS TO TEACHERS AS TO PROCEDURE AND DEVICES

The foregoing brief suggestions as to the more fundamental applications of vital principles of methods of teaching immigrants and native illiterates should be sufficient to direct the attention of the well-trained teacher to essentials in this special type of teaching, enabling him to make his more detailed applications. As a further aid to those teachers of little or no practical experience in teaching English and citizenship to immigrants and native illiterates, the following additional suggestions as to procedure and devices are listed.

(1) **DIRECT ASSOCIATION**—The principle of direct association demands that in teaching non-English-speaking groups all interpretation of and drill upon vocabulary, particularly during the first ten weeks, be achieved by the use of objects, specimens, models, pictures, and demonstrations, and the vocabulary used in beginning lessons should be such as will lend itself readily to such interpretation and drill.

(2) **INTERPRETATION OF VOCABULARY**—In the interpretation of nouns, pronouns, and adjectives, objects and pictures of objects will serve and beginning lessons can be made to utilize many of such objects readily available for use in the classroom itself. Dramatization of sentences will serve to interpret quickly and unmistakably the more common verbs and adverbs used in beginning lessons. Prepositions and conjunctions can be readily interpreted by means of dramatization and demonstration, using appropriate objects.

The greatest possible use of the classroom itself should be made, in which usually can be found, as a means for developing a basic vocabulary, a door, a window, a desk, a chair, a book, a pencil, a blackboard, a man, a woman, a watch, and like objects. The resourceful teacher, with a blackboard and a piece of chalk alone, can succeed in doing a creditable piece of work.

(3) **THE SUITCASE LABORATORY**—Every teacher of English for immigrants and native illiterates has need for a large suitcase in which he

can carry to the classroom related groups of objects, specimens, models, or pictures. Suggestions as to such practical related groups of objects are contained in the following:

book	knife	needle	egg	pan
paper	fork	thread	butter	pot
pen	spoon	twine	bread	kettle
pencil	cup	rope	tea	can
ink	saucer	button	coffee	jar
chalk	plate	scissors	milk	crock
eraser	glass	shears	water	match
ruler	bowl	pin	bottle	broom
towel	salt	apple	potato	hammer
washcloth	pepper	orange	carrot	nails
napkin	sugar	lemon	beet	spikes
soap	vinegar	banana	cabbage	wrench
mop	mustard	pear	onion	screw driver
tub	ketchup	peach	tomato	saw
washboard	celery	grapes	beans	square
brush	garlic	cherries	lettuce	tape measure

In securing objects for the presentation and interpretation of vocabulary, many possibilities are open to the resourceful teacher. A picture of the human body for parts of the human body, a clock dial from the school supply company for telling time, pictures of household furniture cut from mail order magazines, toy tools, toy utensils, and many other cheap articles from the Five and Ten Cent Store are illustrative of sources of equipment which should be purchased by the board of school directors, upon the recommendation of the teacher of English and citizenship classes and the approval of the superintendent of schools.

(4) **ENUNCIATION**—The teacher should speak slowly and distinctly at all times and with non-English-speaking classes the vocabulary used should be restricted to that of the group because speaking either rapidly or indiscriminately leads only to confusion and discouragement of such members of the class.

(5) **THE USE OF ABSTRACT TERMS**—Abstract terms should be avoided in the vocabulary selected for beginning lessons, as largely as possible, until a basic vocabulary has been established sufficiently large to assist, by the very context of sentences, in interpreting rather accurately the meanings of such abstractions: In spite of the value of interrogative forms in developing practice in speaking, care must be taken in non-English-speaking groups to develop a foundation vocabulary which will serve as a basis for interpreting such interrogative forms as who, which, what, where, when, and how.

(6) **ANALYZING LESSONS INTO THEIR ELEMENTS**—Whatever lesson sheets or texts are used, the teacher should analyze each lesson into its elements, giving each one adequate attention before moving on to the next lesson, for thoroughness, particularly in beginning work, avoids confusion in the minds of students and makes for a much more rapid progress in the long run.

In the average text for immigrants available in the open market, it is not uncommon to find a single beginning lesson with as many as thirty or forty separate and distinct elements, including the use of both forms of the indefinite article; the definite article; singular and plural noun, pronoun, and verb forms; and first, second, and third person forms of the personal pronoun; to say nothing of the several objects, actions, and relationships to be added because of specific common nouns, verbs, prepositions, and conjunctions. Obviously, such a lesson contains so many elements that only the most thorough analysis and interpretation can avoid confusing the students in their respective meanings.

(7) **THOROUGHNESS—Proceeding From the Known to the Unknown By Short and Related Steps**—In the last analysis, the progress of students depends upon the care with which the teacher builds each successive lesson, the thoroughness with which each lesson is completed, and the amount of drill, repetition, and review provided as a means of strengthening association bonds sufficiently to guarantee the retention of both symbols and meanings in using the English language.

In analyzing each lesson into its elements, the good teacher sees that no element is overlooked, for to do so is to leave gaps in the orderly process of the student's learning which are certain to lead to confusion, misunderstanding, and discouragement. Good teaching probably depends more than anything else upon the ability shown by the teacher to anticipate the difficulties of the student. If the procedure is slovenly and hasty, certain essential elements will be overlooked in the beginning lesson, causing uncertainty and indefiniteness in the second lesson, while in the third lesson the efforts of the student to keep abreast only result in additional mal-association, more uncertainty, and a growing confusion, eventually resulting in the defeat of the best efforts of both the student and the teacher.

(8) **CONVERSATION**—After the development of a minimum basic vocabulary, questions such as Who am I? Who are you? What is this? What is that? Where is the book? Have you a pencil? and Where do you live? will serve nicely as an early means for practice in speaking and for training in understanding spoken English.

As soon as the vocabulary of the student will admit of it, many interesting topics for general discussion are available, including proverbs and their meanings, current events, matters of personal interest, a description of the trip made to America, one of the most enjoyable days ever experienced, what would be considered a first-class dinner for a hungry person, a description of the last moving picture show seen, what one would do for a two-weeks vacation if given all the money needed and permitted to go where he wished, and like homely but interesting topics of strong personal appeal and not unmingled with wholesome fun and a desirable unity of group feeling.

(9) **INTERPRETING THE NEW IN TERMS OF THE OLD**—In developing the course from the beginning, the teacher should study the equipment of the student and start from where he is, leading him forward, step by step, by interpreting each successive step in terms of one or more of the steps or observations previously experienced by the student. Particularly in planning the sequence of grammatical units is it neces-

sary to order them in a sequence such that as each one is approached for presentation, there will be found something in the units of grammar preceding it that will serve as a basis for interpreting it.

(10) **FREQUENT TESTING OF THE ACHIEVEMENT OF STUDENTS**—As a means of guaranteeing thoroughness, abundant drill and frequent reviews contribute much to the effectiveness of classwork, not only through the constant cumulative repetition they afford, but also because of the fact that such reviews disclose the weaknesses of instruction and the resulting needs of students. In attempting to integrate the course content from the beginning, repeated reviews should be made from time to time covering the essentials of vocabulary, sentence structure, and grammatical usage. Such reviews should be made in the nature of a program for testing the achievement of students by throwing the members of the class on their own resources in the choice of terms, sentence structure and grammatical forms used in such reviews.

(11) **THE USE OF FLASH CARDS**—In addition to the many uses to which the blackboard can be put as a device in drilling, reviewing, and testing, the flash card offers many possibilities. From practice in recognizing print and script symbols and numerals as a basis for reading, they may be used to check on the comprehension of the meaning of words and sentences through a required dramatization by the students of commands printed and written on such cards. So also in review of the grammatical forms, including singular and plural nouns, the proper use of the definite and indefinite articles, through to correct person, tense, and voice forms, the flash card serves as a means of speedy, intensive, and effective drill, review, and testing.

(12) **INDUSTRIAL LESSON SHEETS**—In all so-called factory classes, the teacher will find it helpful and stimulating to the adult members of his class, to survey carefully the specialized vocabulary of the specific industrial activity in which such students are at that time employed with a view to preparing lessons employing the specialized vocabulary so discovered. Whether it be coal mining, iron and steel production, brick manufacture, textile weaving, hotel service, or other special field, the employment of specialized industrial vocabulary will serve greatly to stimulate the interest and effort of students, at the same time providing a more immediate means for practice in speaking in the daily use of the terms so learned.

(13) **THE USE OF NEWSPAPERS AND PERIODICALS**—As soon as possible after a medium ability to read simple English is attained, newspapers and periodicals should be brought into the classwork, not only as an abundant source of supplementary reading material, but also as the first steps in developing a wholesome interest in and attitude towards the current events in the life of the community, the State, and the Nation. Used as a basis for personal reports by students and for general class discussions, such current news items can be made the basis of a thorough and effective training in citizenship.

(14) **THE USE OF AN ENGLISH DICTIONARY**—One of the greatest services that a teacher can give the members of his class is to help him to help himself. Since the teacher cannot be available at all times for help and information, attention should be given early in the course

to building up, in connection with simple phonics, a list of key words which, after continued use, the student rarely if ever mispronounces. While as a rule these will not be found to represent the complete list of diacritical marks and sounds needed in the general use of a uni-lingual English dictionary, the list can easily be completed by the teachers through special attention to words containing the remaining sounds and marks needed. When equipped with his list of key words and their appropriate diacritical marks, the student is ready to begin the use of an English dictionary not only as a guide to pronunciation, but also as a means of extending his vocabulary in the reading of daily English newspapers which the teacher encourages in him.

(15) **TRAINING IN CITIZENSHIP**—The teacher should not conceive of training in citizenship as something apart from instruction in English. While in teaching English an every-day vocabulary of a practical nature, English sentence structure, English grammatical construction, and oral and written expression are emphasized, citizenship training occupies an important place in all of the English subject matter used, from the introduction of courteous expressions, American social customs, and American standards of living; through community civics in law and order, police protection, fire protection, and health protection; to general social and economic problems, our machinery of government, our purposes, and problems now confronting democracy.

Throughout the course of study in English, constant emphasis should be placed by the teacher upon the problem of interpreting America to the students of the class, and from the viewpoint of the interest and needs of such students, no more vital subject matter can be employed as a means of teaching a command of the English language than the employment and general discussion of social and labor problems with which most of the students have had first-hand experience.

In the classwork in citizenship training, the teacher should interpret the new in terms of the old, beginning a consideration of public rights and duties in the immediate community, reaching next to the functions of municipal organization and service, followed by county and state machinery of government, continuing through our national form of government and Federal prerogatives to a comparative study of governments of the world and problems of international peace, international trade, and international good fellowship. As a basis for interpreting county, state, Federal, and world governments and problems, the teacher should utilize class journeys as a means of acquainting the students with the city park system, the public library, the police department, the city council, garbage disposal, the city water system, and municipal recreational provisions.

(16) **NATURALIZATION SERVICE**—One of the significant responsibilities of the teacher of English and citizenship classes in assimilating our foreign-born population is the abundant opportunity awaiting him to be of service to the alien resident in taking out his first paper and in following him through the two-year to seven-year period required for petitioning for naturalization.

The teacher of immigrant classes should check carefully the citizenship status of the members of his group, offer his service not only in training the students in citizenship for the naturalization examination

and in all of the problems arising in the process of naturalization, but also in personally going with the student and assisting him in making out his declaration of intention and his petition, and giving further aid in such matters as his certificate of arrival, his residence and witnesses, his photographs, and like details.

(17) IMMIGRATION SERVICE—As in connection with the naturalization process, certain problems arising from our immigration policies furnish a broad field of service for the teacher of immigrant-education classes. Separated families, filled quotas, lost certificates of arrival, the location of birth certificates, complications of county and national residence, the status of married women, the many variations of citizenship by birth, and like difficulties often present obstacles quite too difficult for the foreign-born resident to overcome alone. The friendly counsel and help of the teacher in such matters will effectively demonstrate to the student the spirit of America, which the teacher in all other phases of his work is attempting to interpret to his class.

(18) GENERAL PROCEDURE—Teachers of English and citizenship classes should realize that in all adults self-assertion, the expression of convictions, and making decisions have become habituated merely through becoming mature and being thrown upon their own resources, and due consideration of these characteristics of the adult attitude should govern all procedures in the classroom.

As a general practice, classwork should aim to develop, as largely as possible, a round-table discussion procedure, producing an informal atmosphere and providing for freedom of individual and group expression. Care should be taken to secure the active participation of every member of the class in the activities which are being carried on, self-expression by each member of the class being the only means for him of being able to progress in his work. In the more advanced classes, special assignments to individuals for brief, informal reports to the group on topics of general interest will stimulate interest, encourage self-initiative, and enrich the subject matter of the course.

Class journeys to easily reached local places of interest related to the study program of a course, followed by individual reports and group discussion, are always helpful and enjoyable.

Care should be taken that the artificial and natural lighting of rooms used for adult classes is suitable in order to avoid eye strain, and the teacher should be alert not to mistake as diffidence or backwardness the uncertain and perhaps irrelevant responses of individuals who are hard-of-hearing or partially sighted.

In the assimilative process being undergone by the class group, class parties and socials held at regular intervals throughout the school term are probably the most potent of all single means. General entertainment programs planned and staged about twice each year, in which are employed the talents of the members of the class, their relatives, friends, and neighbors, will be found to be particularly stimulating and helpful.

(19) SOCIAL UNITY—Since the ultimate purpose of the system of immigrant-education classes is social unity, class organization, course content, and classroom procedure should all be organized, as largely as possible, to this end.

While racial customs often restrict the freedom of foreign-born women, whenever possible these should be tactfully weakened and broken down, enabling such women to go and come at will, particularly in attending public evening schools and the socials and parties held in conjunction with English and citizenship classes.

While there is a tendency among racial groups to remain aloof and to prefer classes made up of individuals of their own nationality only, the mingling and associations of all nationalities in the classrooms of one school will go far towards uprooting deep-seated racial hatreds and prejudices, and equipping the members of the class with an attitude of tolerance and open-mindedness essential to American citizenship.

It should be repeated that full recognition of the social needs of foreign-born groups should be made and that school and community entertainments, employing the varied talents of different foreign-born groups, will assist materially in assimilating isolated groups into an integrated body politic.

Teachers of English and citizenship classes for immigrants and native illiterates should be ready and willing to concede to each of their students the right to a wholesome pride in his native land and customs, and a general recognition of the contributions made by different nationalities in the past to the present well-being of America will do more than anything else to win the newcomer to the attitude and purposes of his adopted land. It seems obvious that of the members of an immigrant-education class, the ones who will most readily release and forget the traditions of his homeland have not, as a rule, the fundamental virtues of loyalty and devotion which must go into the make-up of what we consider a desirable American citizen.

(20) CONCLUSION—The foregoing brief practical suggestions to teachers are intended largely for the uninitiate who have had little or no experience in teaching immigrants and native illiterates. Such teachers will find, as others have found, that the teaching of English and citizenship classes for immigrants and native illiterates will require quite as much or more time before and after class sessions as during the class session. A teacher, however, should not accept these manifold, vital responsibilities except in the spirit of patriotic service. He should conceive of his work as not less than home missionary service and stand in readiness, at all times day and night, as friend and counsellor to assist the members of his class, their relatives, neighbors, and friends in the solution of any of the thousand and one problems of every conceivable nature which confront them in their efforts to become a functioning part of the communities, the Commonwealth, and the Nation in which they live.

Nor is it enough for the teacher to serve the immediate adjustment needs of the members of his class groups. In helping these to help themselves, the high tenor of practical and comprehensive helpfulness characterizing a teacher's service to immigrants and native illiterates, there should be built steadily a desire to greater self-improvement through further reading and study beyond the limits of the course of study in English and citizenship.

The availability of evening elementary schools, evening high schools, and university extension service should be made known to all such students in an effort to stimulate their ambition to continue studying

beyond the limits of their then present work; the possibilities of home study, by means of high school and university correspondence courses, should be made clear; and the use of the public library and reading courses should be an integral part of their training for the responsibilities of citizenship.

By stimulating a desire for continued self-improvement through continued reading and study, the teacher projects his personality and influence years into the future of the lives of his students and provides a more or less constant source of self-adjustment to changing social and economic needs certain to confront each member of a class.

IV. Legislative Provisions for English and Citizenship Classes

THE following legislative provisions serve as the foundation of our state program of English and citizenship classes for immigrants and native illiterates:

1. EARLY IMMIGRANT EDUCATION LEGISLATION

As long ago as 1907, Act 60 "To establish schools for adults, including foreigners, and providing for instruction and employment of teachers for same" and stipulating further that Boards of School Directors shall provide "means for instruction of any colony, camp, or settlement of adults * * *" gave legislative sanction to immigrant education and the instruction of adults.

2. SPECIFIC IMMIGRANT EDUCATION LEGISLATION

In 1919, Act 311, July 8, P. L. 764, provided "Instruction in Citizenship and the principles of government of the United States and of the Commonwealth, to foreign-born residents of the State of Pennsylvania, in the several counties thereof, who are not required to attend the public schools of the Commonwealth." These provisions comprise Sections 4108 to 4112 of the present School Laws of Pennsylvania, and are as follows:

SECTION 4108. "That the judge or judges of the court of common pleas of any county in this Commonwealth having a large resident population of foreign-born residents may, as hereinafter provided, appoint one or more competent instructors, whose duty it shall be to reach and instruct foreign born residents in said county who are not required to attend the public schools of said county, in the duties, privileges, and rights of citizenship, and in the principles and the institutions of the government of the United States of America and of this Commonwealth, and to furnish and to teach to said unnaturalized residents courses of study and instruction to be prepared and furnished to said instructors by the superintendents of schools of said county and according to plans and programs prepared by said superintendents for such purpose."

SECTION 4109. "That the superintendent of schools of any county of this Commonwealth having a large foreign population may, when he thinks it necessary and advisable, present his petition to the said court of common pleas of said county, praying for the appointment of one or more instructors as hereinbefore provided, and upon presentation of said petition, the court shall fix a time and place to hear the matters alleged in said petition, notice of which shall be given to the county commissioners of said county, said time to be not less than fifteen days after presentation thereof to the court, and at which time the court shall hear and determine the same; and, if in the opinion of the court the said appointment of one or more instructors as aforesaid is necessary and advisable, the court shall forthwith, upon the nomination of the said superintendent of schools of said county, appoint one or more suitable and qualified persons to the position of instructor of foreign-born

residents who are not required to attend the public schools of the Commonwealth. The number of said instructors for each county and their compensation shall not exceed the number and compensation of assistant county superintendents of schools of said county. Said appointments shall be made for a term of not less than one or more than three years. The instructors shall be persons of good moral character, and whose nomination for appointment shall be accompanied with a certificate of the said county superintendent of schools that said instructors possess sufficient educational qualifications for their appointment. Any instructor may be removed from office any time upon cause shown to said court of his or their immorality, incompetency, or neglect of duty, or of their political activity, or for any other reason rendering said appointee unfit for such duties in the opinion of the said court. Upon such dismissal of said employe or said employes, the court shall immediately fill said vacancy or vacancies as hereinbefore provided for appointment to said office."

SECTION 4110. "The court may, upon the petition of said superintendent of public schools, appoint one or more interpreters for the use of said instructor or instructors, to serve during the pleasure of the court. It shall be the duty of said court to fix the compensation of said instructors and said interpreters, subject to the limitation provided in section two, which said compensation will be paid by the treasurer of said county on warrants signed by the superintendent of schools of said county, at such times as the said court may direct."

SECTION 4111. "It shall be the duty of said instructors to make monthly reports of their said work in writing to the superintendent of schools of said county, and shall also file a copy of said report with the prothonotary of said court. The superintendent of schools of the county shall make a report thereof to the State Superintendent of Public Instruction at least once every year."

3. EXTENSION EDUCATION LEGISLATION FOR IMMIGRANTS AND NATIVE ILLITERATES

Credit is due the General Assembly of 1925 for removing entirely the handicaps and special authorization of English and citizenship training for immigrants and native illiterates and for making such educational service an integral part of the state program of free public instruction.

These provisions comprise sections and paragraphs and parts of sections and paragraphs in the present School Laws of Pennsylvania as follows—Section 1210, Paragraphs 19, 20, and 23; Sections 1901 and 1903; and Sections 4101 to 4107. By making extensive provisions for "extension education" and by defining "extension education" so as to include English and citizenship instruction for immigrants and native illiterates, the way was clearly opened for a definite reduction of illiteracy in English within the Commonwealth and for an effective assimilation of our foreign-born population.

The following excerpts, quoted verbatim from the School Laws of Pennsylvania, contain the major legislative provisions having a direct bearing upon the organization and maintenance of English and citizenship classes.

SECTION 4101. "The following words and phrases as used in this act shall, unless a different meaning is plainly required by the context, have the following meaning:

"'Extension education' shall designate any instruction provided and administered by the board of directors of any school district which is organized primarily for boys and girls who are employed and for adults whose earlier educational opportunity has been restricted, but shall not include the school work of continuation and other vocational schools.

"'Curricular course of study' shall designate any subject of study included in the program of study of the regular elementary and secondary public day schools of the district.

"'Extra-curricular course of study' shall designate any elementary or secondary course of study not so included."

SECTION 4102. "That the board of school directors of any school district may and upon written application, signed by twenty or more residents of such district above the age of sixteen years who are not in attendance at any public or private day school, shall provide free extension education for the instruction of said applicants in any curricular course of study so requested, or in English and citizenship for immigrants and native illiterates, or in citizenship for adults and in such other extra-curricular courses of study as said board may deem advisable: Provided, That any such board of school directors may refuse to provide or continue such extension education whenever less than twenty of its said applicants are unfitted to pursue with reasonable profit the course of study requested."

SECTION 4103. "Extension education shall be provided in school buildings at any time not in conflict with regular day-school activities as requested by such applicants and elsewhere at any hour during any day except Sunday or legal holidays which the board may deem advisable: Provided, That the board shall not be required to admit to said extension schools a person who is in actual full-time attendance at any public or private school during the day: Provided further, That attendance at such classes by part-time pupils shall not be accepted in lieu of the compulsory part-time attendance required of such pupils: Provided further, That said board of directors may close any class of said extension schools when the average attendance for any month falls below ten."

SECTION 4104. "Any board of school directors may require a deposit fee of a sum not to exceed five dollars (\$5.00) from each person enrolling in such extension schools or classes, and may require further that such deposit fees accompany said written applications for such extension instruction. Such deposit fee shall be returned at the close of each term of instruction to all persons so enrolled who have attended seventy-five (75) per cent or more of the class sessions of said term: Provided, That nothing herein shall be construed as prohibiting the return of said deposit fee because of death, sickness, or for any other cause which the board may deem justifiable."

SECTION 4106. "Schools and classes for extension education shall be a part of the public schools of the Commonwealth and of the districts

in which they are organized, and shall be under the supervision of the superintendent of the county or of the district as are other public schools of that district. The State Council of Education shall adopt standards for the qualifications and certification of extension teachers and all other matters pertaining to extension education not inconsistent with this act or other acts pertaining to the public schools of the Commonwealth."

SECTION 1901. "The board of school directors of any school district in this Commonwealth, upon the written application of twenty or more persons above the age of sixteen years, residents of the school district, and not in full-time attendance of any public or private school during the day, shall open a free evening school for their instruction in any course of study taught in the public schools of the district; in English and citizenship for immigrants and native illiterates; in citizenship for adults; and in such other courses of study as the board may deem advisable. No board of directors shall be required to admit to said evening school any person who is in actual full-time attendance upon any school, either public or private, during the day: Provided, That when the average daily attendance for any month in any course of study falls below ten pupils, the board of school directors may close the class in such course of study in such evening school for the remainder of the term: Provided further, That nothing herein shall be construed as prohibiting the attendance at said evening school of compulsory part-time pupils: Provided further, That attendance at said evening school shall not be accepted in lieu of any compulsory attendance required of such pupils."

SECTION 1210, Paragraph 19. It is "Provided further, That in districts of the first, second, third, and fourth classes the minimum salary of part-time teachers, supervisors, and principals employed in extension schools and classes of the Commonwealth, established for the education of adults and legally employed minors and not designated as continuation or other vocational schools or classes, shall be one dollar (\$1.00) per hour; the minimum annual increment in salary in such extension schools and classes shall be twenty-five cents (\$.25) per hour; the minimum number of such annual increments shall be two (2); And provided further, That for each part-time member of the teaching and supervisory staff employed by any school district in extension schools and classes approved by the Department of Public Instruction, * * * the Commonwealth shall pay to the several districts the same per centum of the minimum salary herein required to be paid to part-time teachers in such extension schools and classes as is paid to such districts of the minimum salary of the full-time teachers."

SECTION 1210, Paragraph 20. "On or before the first day of November of each year, each school district * * * shall file a certificate with the Superintendent of Public Instruction, * * * showing further the number of part-time teachers, supervisors, and principals employed in extension schools and classes established as herein provided, the certificates held by each, and the compensation paid each during the preceding school year."

SECTION 1210, Paragraph 23. "The amount apportioned and allotted to each school district shall be divided into semi-annual installments, * * * and payment thereof shall be made * * *."

"Provided, That reimbursement on account of salaries required to be paid for extension schools and classes as herein provided shall be made to school districts maintaining approved extension schools and classes established as herein provided, and shall begin with the first semi-annual payment of the biennium beginning the first day of June, one thousand nine hundred and twenty-seven."

SECTION 1301. "Every teacher in the public schools of this Commonwealth must hold a provisional, professional or State certificate, which shall set forth the branches which its holder is entitled to teach, and which shall be issued as herein provided; but no teacher shall teach in any public school in this Commonwealth, any branch which he has not been properly certificated to teach."

SECTION 1151. "Every county and every district superintendent in this Commonwealth shall annually on or before the first Monday of August, forward to the Superintendent of Public Instruction the reports of the several school districts under his supervision, and shall accompany the same with such extended report of the public schools under his supervision as he may think proper, suggesting such improvements or changes in the public school system as he may see fit to suggest. He shall further furnish to the Superintendent of Public Instruction, whenever required so to do, such additional reports and information as the Superintendent of Public Instruction may request."

SECTION 1903. "All teachers of evening schools must have proper certificates as provided in this act."

The major significance of the foregoing legislative provisions for the state program of English and citizenship classes for immigrants and native illiterates may be summarized somewhat as follows:

(1) Instruction in English and citizenship for immigrants and native illiterates is defined by law as "extension education" and is thereby subject to all legislation governing extension education.

(2) Whenever twenty or more residents (not necessarily citizens), above the age of sixteen years and not in any public or private day school, make written application for instruction in English and citizenship for immigrants and native illiterates, or in general citizenship training for adults, the board of school directors of their school district shall, subject to the qualifications stated, provide such instruction as free public education.

(3) Such instruction shall be provided in public school buildings during the hours and on the days requested by such applicants, excepting on Sundays and legal holidays or when in conflict with regular day-school activities, and it may be provided at any other place or time which the board of school directors may deem advisable.

(4) Boards of school directors may require, as a guarantee of good faith from each applicant for instruction in English and citizenship, a deposit fee of any small sum, provided it does not exceed five dollars, (\$5.00), but this sum must be returned at the close of the term of

instruction to all members of such classes who have attended seventy-five per cent or more of the class sessions of the term.

(5) English and citizenship classes for immigrants and native illiterates and general citizenship classes for adults are an integral part of our state system of free public schools and are thereby subject to all appropriate school legislation governing the public schools of the Commonwealth, such as those relating to tuition for non-resident pupils, certification and compensation of teachers, and free texts.

(6) The minimum salary schedule for teachers of English and citizenship classes is \$1.00 per hour of service during the first year of service, \$1.25 per hour during the second year of service, and \$1.50 per hour during the third year of service.

(7) To any school district maintaining approved English and citizenship schools and classes, the Commonwealth shall pay the same per centum of the minimum salary of such teachers, (\$1.00 per hour), as it pays to that district of the minimum salary of full-time, day-school teachers; school districts of the first class, entitled to 25 per cent of the minimum salary of teachers, receiving twenty-five cents per teacher-hour of such service maintained; second and third-class districts, entitled to 35 per cent of the minimum salary of teachers, receiving thirty-five cents per teacher-hour; and so on through all reimbursement classes.

(8) Reports showing the number of supervisors and teachers of English and citizenship classes employed during the preceding year, the certificates held by each, and the salary paid each, shall be filed by the superintendent of schools each year with the Superintendent of Public Instruction in such form as he may prescribe.

(9) Information regarding English and citizenship classes shall be forwarded annually by all superintendents of schools maintaining such classes on or before the first Monday of August, furnishing such information as the Superintendent of Public Instruction may request.

(10) Every teacher of English and citizenship classes must hold a state certificate which, by action of the State Council of Education, must be either a Temporary Extension Standard Certificate or a Permanent Extension Standard Certificate. The awarding to teachers of these certificates is contingent upon the possession of the qualifications and governed by the stipulations found in the following regulations:

“EXTENSION CERTIFICATES

“An Extension Certificate will be issued where the applicant desires to teach English and Citizenship to immigrants and to native illiterates when the applicant shall have discharged certain minimum requirements.

“Extension Certificates shall be of two kinds:

1. Temporary Extension Standard
2. Permanent Extension Standard

“1. TEMPORARY EXTENSION STANDARDS.

“This certificate is to be issued by the Superintendent of Public Instruction upon the request of the local or district superintendent under

whose authority the applicant is to teach, and entitles the holder to teach English and Citizenship to immigrants and native illiterates in the designated county or district for a period of one year.

"Applicants for this form of certificate must hold a valid Standard Certificate to teach either the elementary or secondary field, or must have completed two years of post-high school education or its equivalent.

"This certificate may be renewed for a period of one year upon a rating of 'low' and evidence of the satisfactory completion of one semester hour of approved special training.

"2. PERMANENT EXTENSION STANDARD.

"The issue of this certificate is dependent upon the possession of the qualifications as required by the Temporary Extension Standard Certificate or its equivalent, and in addition thereto, two semester hours of approved special training, one of which shall be in methods of teaching English to immigrants and the other of which shall be in citizenship and related social sciences, and in addition thereto, shall have had four years of teaching experience, two of which shall have been upon the Temporary Extension Standard Certificates."

(11) From the viewpoint of teaching the use of the English language and of providing an adequate training in citizenship, the mandatory stipulations of Section 4102 (page 56) include all of the subject-matter school branches and all of the social sciences.

(12) The reports required of superintendents of schools in connection with English and citizenship classes for immigrants and native illiterates are two in number, namely, the extension-education phase of the regular Application for Appropriation, instructions for which are to be found under sub-item (f) of Item 2 on this form; and the Annual Extension Education Report; the former due annually on or before November 1 of each year, and the latter due annually on or before the first Monday of August each year.

4. CONCLUSION

Conscious of the need for a common tongue within the Commonwealth, for an effective assimilation of our isolated communities of foreign-born residents, for universal literacy in English, and for adequate preparation for an intelligent assumption of civic responsibility, the General Assembly of 1925 contributed much toward integrative education for social unity.

In the development of the state program of English and citizenship classes during the past fifteen years, the effort to avoid special legislation for class privilege has been quite as great as that made to secure for our under-privileged and mal-adjusted immigrants and native illiterates their rightful share of our state program of free public instruction, to the support of which each and every one of these contributes.

Other legislation having a direct bearing upon the problems of reducing illiteracy and assimilating our foreign-born, has been attempted without avail.

V. Citizenship, Naturalization Procedure, and Immigration Policies

THE two major means of attaining citizenship in the United States are by birth and naturalization. Due to the fact that the legislative requirements in naturalization, and even the interpretation of enactments bestowing citizenship by birth, are changed from time to time, the following section represents an effort to present, as briefly as possible, only those aspects of citizenship, naturalization, and immigration policy which are more or less of general and constant interest.

1. CITIZENSHIP BY BIRTH:

In consideration of citizenship in the United States attained by birth, one is concerned with two situations, (1) persons born in the United States, and (2) persons not born in the United States.

(1) PERSONS BORN IN THE UNITED STATES—The Fourteenth Amendment to the Constitution of the United States represents the first effort to define the conditions under which an individual is eligible to citizenship in the United States by birth. The Fourteenth Amendment provides that "All persons born * * * in the United States and subject to the jurisdiction thereof are citizens of the United States * * *." The revised statutes provide that "All persons born in the United States and not subject to any foreign powers * * * are declared to be citizens of the United States."

Of these provisions, controversy has raged about the terms "all persons" and "subject to the jurisdiction thereof." From the precedent set by court decisions, it has come to be recognized that while the Fourteenth Amendment was enacted primarily for the purpose of benefiting the negro race, the term "all persons" employed therein automatically conferred the right of citizenship upon all persons in the United States and subject to its jurisdiction regardless of their color. The other term, "subject to its jurisdiction," has, through legal opinion, come to include all persons born in the United States except "children of diplomatic representatives, children of public enemies in hostile occupation of the United States, children born on foreign public vessels, and expatriated persons." (Constitutional Law by J. P. Hall).

(2) PERSONS NOT BORN IN THE UNITED STATES—As to persons not born in the United States, one is concerned only casually with the citizenship implications of the Alaskan and Virgin Island Treaties and the adjustments of citizenship in the United States of residents of Hawaii and Porto Rico. The manifold situations arising in connection with other persons not born in the United States are of general interest, however.

The Law now operative in this connection, generally known as Public Law No. 250 of the 73d Congress, and enacted on May 24, 1934, provides:

"SEC. 1993. Any child hereafter born out of the limits and jurisdiction of the United States, whose father or mother or both at the time of the birth of such child is a citizen of the United States; is declared to

be a citizen of the United States; but the rights of citizenship shall not descend to any such child unless the citizen father or citizen mother, as the case may be, has resided in the United States previous to the birth of such child. In cases where one of the parents is an alien, the right of citizenship shall not descend unless the child comes to the United States and resides therein for at least five years continuously immediately previous to his eighteenth birthday, and unless, within six months after the child's twenty-first birthday, he or she shall take an oath of allegiance to the United States of America as prescribed by the Bureau of Naturalization."

In this connection also the Act of March 2, 1907, was amended to read as follows:

"SEC. 5. That a child born without the United States of alien parents shall be deemed a citizen of the United States by virtue of the naturalization of or resumption of American citizenship by the father or the mother: PROVIDED, That such naturalization or resumption shall take place during the minority of such child: AND PROVIDED FURTHER, That the citizenship of such minor child shall begin five years after the time such minor child begins to reside permanently in the United States."

In order to avoid confusion in the interpretation of the foregoing sections, General Order No. 211 of the United States Department of Labor was issued as an interpretation of the Act of 1934. This Order was as follows:

"Subject: Citizenship Act of May 24, 1934.

"By virtue of and pursuant to the authority vested in me under R. S. Sec. 161 (U. S. C. Ti. 5 Sec. 22) and other provisions of law, the following regulations interpreting 'An Act to amend the law relative to citizenship and naturalization, and for other purposes,' approved 12 noon May 24, 1934, Public No. 250, 73d Congress (Herein referred to as 'the Act,' or as 'The Citizenship Act of 1934') are hereby prescribed for the guidance of the officers and employees of the Immigration and Naturalization Service:

"SECTION 1.

"(a) Section 1 of the Act provides that a child is a United States citizen at birth if—

- (1) he is born out of the limits and jurisdiction of the United States after 12 noon E. S. T. May 24, 1934; and
- (2) both his parents are at the time of the child's birth citizens of the United States; and
- (3) either one or both of his parents resided in the United States previous to the birth of the child.

"(b) Section 1 of the Act also provides that a child is a United States citizen at birth if—

- (1) he is born out of the limits and jurisdiction of the United States after 12 noon E. S. T. May 24, 1934; and
- (2) only one of his parents is at the time of the child's birth a citizen of the United States; and
- (3) such citizen parent resided in the United States previous to the birth of the child.

“But a child who acquires citizenship under this subsection (b) shall cease to be a citizen if and when he fails either—

- (1) to come to the United States on or prior to his thirteenth birthday; or
- (2) to reside in the United States for at least five years continuously immediately previous to his eighteenth birthday; or
- (3) to take an oath of allegiance to the United States of America (as prescribed by the immigration and naturalization service) within six months after his twenty-first birthday.

“SECTION 2.

“(a) Section 2 of the Act provides that a child is a United States Citizen if—

- (1) he was born out of the limits and jurisdiction of the United States at any time; and
- (2) both his parents were aliens at the time of the child's birth; and
- (3) one of his parents was naturalized or resumed United States citizenship before the child reached his twenty-first birthday; and
- (4) his permanent residence in the United States began and/or the parent's naturalization or resumption of citizenship occurred after 12 noon E. S. T. May 24, 1934; and
- (5) he begins to reside permanently in the United States before he reaches his sixteenth birthday; and
- (6) five years have elapsed since he began to reside permanently in the United States.

“(b) In addition to the provisions of the Citizenship Act of 1934, R. S. Sec. 2172 (U. S. C. Ti. 8 Sec. 7), (which has not been expressly repealed and only part of which has been repealed by implication) continues to operate and even after May 24, 1934, vests citizenship as follows:

- (1) R. S. Sec. 2172 provides that a child is a United States Citizen if—
 - (a) he did not prior to 12 noon E. S. T. May 24, 1934, acquire citizenship under R. S. 1993 (U. S. C. Ti. 8, Sec. 6) and is not a citizen under any other law including that stated in subsection (b) of Section 1 of this order; and
 - (b) he was born abroad at any time; and
 - (c) one parent was an alien at the time of the child's birth; and
 - (d) the other parent was either an alien or a citizen at the time of the child's birth; and
 - (e) the alien parent or both parents, if both were aliens, became naturalized before the child reached his twenty-first birthday; and
 - (f) the child began to reside permanently in the United States at or subsequent to the time when the alien parent or both parents, if both were aliens, became naturalized.
- (2) R. S. Sec. 2172 also provides that a child is a United States citizen if—
 - (a) he was born abroad before 12 noon E. S. T., May 24, 1934; and

- (b) his father was an alien at the time of the child's birth; and
- (c) his mother was a citizen at 12 noon E. S. T., May 24, 1934, or at her death; and
- (d) his father became naturalized after 12 noon E. S. T., May 24, 1934, but before the child reached his twenty-first birthday; and
- (e) the child began to reside permanently in the United States before he reached his twenty-first birthday; and
- (f) the child resided permanently in the United States at or subsequent to the time when the father became naturalized."

From the foregoing, it is obvious that in the matter of citizenship by birth, race is not a significant determining factor but the date of birth is important. So also it will be seen that Order No. 211, immediately preceding, classifies any child born abroad after May 24, 1934, of an American father or mother, as an American citizen quite as much as though both parents were American citizens. Such a child retains this citizenship status but must reside in the United States for five years immediately prior to his eighteenth birthday and is required to take an oath of allegiance within a period of six months immediately following his twenty-first birthday.

2. CITIZENSHIP BY NATURALIZATION

Those who may become citizens of the United States by naturalization are subject to rigid statutory limitations. These legal regulations are born of the high purpose and conviction that citizenship in the United States of America is and should be considered as a sincere trust of vital rights, duties, and privileges by which the future of our Nation will be determined.

(1) **THOSE DEBARRED FROM CITIZENSHIP BY NATURALIZATION**—The provision of the Act of 1882 that only "free white and persons of African nativity and descent" be admitted to citizenship by naturalization, has been construed on the basis of race rather than that of color. If the applicant for citizenship be of mixed races, his application may be accepted if his racial strain is predominately of a white race, of the African race, or of both.

Statutory regulations further restrict those who may become citizens of the United States by debarring from such privilege all guilty of acts of desertion from armed forces, all anarchists, all polygamists, and all persons unable to speak English, excepting those physically unable to do so, and those who, though unable to speak the English language, make homestead entries upon public lands.

Certain other classes are debarred from citizenship, such as those proved to be of bad moral character, those who avowedly do not believe in the Constitution of the United States, those who refuse to take the oath of allegiance, and those not sufficiently well informed about our government as evidenced in the naturalization examination.

(2) **THE FIRST REQUIREMENT IN THE NATURALIZATION PROCESS**—The Certificate of Arrival—The first requirement in the naturalization process is that the alien possess a Certificate of Arrival.

Under the Act of 1906, a record of all alien arrivals was supposed to have been made at all ports of entry, but this provision was not com-

plied with. Further legislation was enacted as a means of securing strict compliance with this provision. Since July 1, 1928, each alien has received a Certificate of Arrival which proves his legal entry, his port of entry, and the date thereof.

Without a Certificate of Arrival, an alien, while not necessarily exposed to deportation, finds great difficulty in securing naturalization papers, the display of such a certificate being a rigid requirement in connection with his Declaration of Intention described below. In cases in which the alien does not possess a Certificate of Arrival and if his arrival was prior to July 1, 1924, the Certificate of Arrival may be secured from the Immigration Officer in charge of the port of entry through which the alien arrived. If his arrival was subsequent to July 1, 1924, the certificate may be secured from the Central Office of the U. S. Department of Labor in Washington.

The Act of March 2, 1929, which became effective on July 1 of that year, supplements the Act of 1906 and makes provisions whereby persons having no legal entry may now establish legal entry. Under these provisions, any alien

- (a) who entered the United States prior to June 3, 1921,
- (b) who has resided in the United States continuously since such entry,
- (c) who is a person of good moral character, and
- (d) who is not subject to deportation,

may be granted a Registry and a certificate validating his entry by the Commissioner General of Immigration.

After securing the Certificate of Registry, a Certificate of Arrival may then be obtained.

Certain aliens are not required to possess a Certificate of Arrival, including those who, in good faith, exercised the duties of citizenship prior to July 1, 1914, those who arrived before June 29, 1906, and those political and religious refugees who come under the protection of the provision of the Act of June 8, 1934.

(3) THE SECOND REQUIREMENT IN THE NATURALIZATION PROCESS—The Declaration of Intention—The second requirement in the naturalization process is the Declaration of Intention, usually termed "The First Paper," (Form 2202).

In order to file a Declaration of Intention, the alien must be at least eighteen years of age, and he must first secure Form A-2213, fill it out completely, being careful to make no misstatements, and submit it to the clerk of the court or his authorized deputy. The Declaration of Intention, (Form 2202), is then executed, in which the alien declares on oath before the clerk or his deputy, his intention to become a citizen of the United States and to renounce his former allegiance, and gives a full description of himself, his entry, and his family. His Declaration of Intention is then filed.

In making his Declaration of Intention, the alien is required to display his Certificate of Arrival and to provide two standardized photographs of himself, two inches square in size, the distance from the top of the head to the chin being approximately one and one-fourth inches. These photographs must be on thin paper, unmounted, having a light background, showing a front view of the head of the applicant without hat, with ade-

quate space at the top or bottom in which the applicant may sign his name, and being two and one-half inches square over all. One of these photographs is attached to the Declaration of Intention and forwarded to the Bureau of Naturalization and the other is attached to the Declaration issued to the declarant, and they must be taken within thirty days prior to the date upon which they are submitted. No educational requirement is exacted of the applicant, but the cost of filing the Declaration of Intention with the clerk of the court is \$2.50.

In the event that the Declaration of Intention becomes lost or destroyed, the declarant may secure a duplicate copy by forwarding to the District Director of Naturalization of the territory in which he resides, two signed photographs and a Postal Money Order for \$1.00.

(4) THE THIRD REQUIREMENT IN THE NATURALIZATION PROCESS—The Petition for Naturalization—The third requirement in the naturalization process is the Petition for Naturalization which must be filed not less than two years and not more than seven years after the filing of the Declaration of Intention.

Prior to filing the Petition for Naturalization, however, the petitioner must have had continuous residence within the United States for a period of at least five years and in the county in which he then resides for a period of at least six months immediately preceding the date of his petition. For legitimate purposes, however, he may be granted a breach in his five-year continuous residence within the boundaries of the United States, providing such absence is for less than six months. While absence from the United States for a period of time exceeding six months is considered a breach of continuous residence, if the extended absence does not exceed one year and satisfactory proof of a justifiable cause for not returning to the United States within the six-month limit is established, the breach may be waived. If, however, the alien remains outside of the boundaries of the United States for a period exceeding one year, his continuous residence is presumed to have been broken and he must begin anew on his five-year period of continuous residence.

By the Act of May 24, 1934, provision is made that where an alien husband has married an American citizen after noon, E. S. T., of May 24, 1934, such an alien may petition for citizenship after three years of continuous residence without a Declaration of Intention and without the required county residence, if he is otherwise eligible; and the same status and privilege is given to an alien woman who has married a citizen of the United States since that specific hour and day.

In petitioning for naturalization, the declarant must first file a Preliminary Petition on Form A-2214, for which there is no charge. As in filing Form A-2213, photographs must accompany the preliminary petition.

In his Petition for Naturalization, the petitioner must further describe his personal entry and personal appearance, and his Declaration of Intention and his Certificate of Arrival must be attached before the Petition for Naturalization can be filed, this being under rigid regulation with no exceptions permitted.

Should the petitioner fail to file his Petition for Naturalization within the maximum period of seven years, he must begin anew by securing a new Certificate of Arrival and again filing his Declaration of Intention.

A preliminary hearing of the Petition for Naturalization is usually given before deputized naturalization examiners, although the sitting judge may assume this responsibility.

Soon after the petitioner has submitted Form A-2214, he is summoned to his preliminary hearing, together with two witnesses. His witnesses must be American citizens, and if citizens by naturalization, they must submit proof of their citizenship. Such witnesses are required to be persons of good moral character; to have known the applicant for at least five years, provided he has lived all of this time in the same county; and to have seen him repeatedly during this period. The witnesses must accompany the applicant to the preliminary hearing and must testify that they personally know the applicant to have been a resident of the United States for at least five years and of the county from which he comes for at least six months preceding.

In the event that the applicant has not lived for the full five-year period in the county in which he is filing his petition, this required residence in the United States must be proven before a naturalization examiner by oral testimony from two witnesses from each of his places of residence during the five-year period, or by the affidavits of two witnesses from each of such places.

(5) THE FOURTH REQUIREMENT IN THE NATURALIZATION PROCESS—Oath of Allegiance—At any time after ninety days following the time of his first hearing, at which his Petition for Naturalization was filed, the petitioner may expect to be called for his final or court hearing, which period of waiting is definitely required by the naturalization law, with certain exceptions. Soon after the expiration of the ninety-day period, the applicant is required to appear in court and declare upon oath that he renounces his title and orders and will support and defend the Constitution and the laws of the United States against all enemies.

3. REPATRIATION

Provisions for reinstatement as an American citizen are contained in Section 3 of the Repatriation Act of March 3, 1931, quoted in the following: "Sec. 3. (a) Any person, born in the United States, who had established permanent residence in a foreign country prior to January 1, 1917, and who has heretofore lost his United States citizenship by becoming naturalized under the laws of such foreign country, may, if eligible to citizenship and if, prior to the enactment of this act, he has been admitted to the United States for permanent residence, be naturalized upon full and complete compliance with all of the requirements of the naturalization laws, with the following exceptions:

- (1) The five-year period of residence within the United States shall not be required;
- (2) The declaration of intention may be made at any time after admission to the United States, and the petition may be filed at any time after the expiration of six months following the declaration of intention.
- (3) If there is attached to the petition, at the time of filing, a certificate from a naturalization examiner stating that the petitioner has appeared before him for examination, the petition may be heard at any time after filing;

“(b) After naturalization such person shall have the same citizenship status as immediately preceding the loss of United States citizenship.”

4. CITIZENSHIP STATUS OF MARRIED WOMEN

Following former diverse laws regulating the citizenship status of married women, the Cable Act of September 22, 1922, as amended on March 3, 1931, now provides that once an American citizen, a woman does not lose her citizenship status except through formal renunciation before an authorized court; and it further provides that such renunciation cannot be made in time of war, and if made within one year prior to the declaration of war, such renunciation is void.

The Cable Act originally provided that a woman citizen of the United States lost her citizenship through marrying a person ineligible for citizenship. The Amendment of 1931 provides for repatriation of those women who so lost their citizenship, or whose husbands lost their citizenship between September 22, 1922 and March 3, 1931, unless they have in the meantime acquired other citizenship by an affirmative act. Those having acquired other citizenship during this period, like other aliens must conform to the established naturalization procedure. Those not having acquired other citizenship, however, may be repatriated through the regular naturalization process with the following advantages:

- (1) No Certificate of Arrival is required.
- (2) Residence requirements are waived.
- (3) The Petition for Naturalization need not aver intention of permanent residence in the United States.
- (4) The petition may be filed in any common court regardless of the residence of the petitioner.
- (5) If the petitioner has previously appeared before the naturalization examiner and if the examiner's certificate is attached to the petition when filed, the hearing may be held at any time thereafter.

5. SPECIAL FACTS

- (1) A single woman obtains citizenship just as a man does.
- (2) A widow, whose husband had first papers two years old and not more than seven years old, need take out only second papers.
- (3) World War veterans, until March 4, 1931, needed second papers only. Since the expiration of that period, the veteran now proceeds as any other alien.
- (4) If a father, or mother, becomes a citizen, all the minor children, under twenty-one years of age, automatically become citizens if they are residents of the United States, or if they came to the United States before they were eighteen. A widow, who becomes a citizen, confers citizenship on her children in the same way.
- (5) Certificates of citizenship for wives and children of citizens may be obtained if such persons are twenty-one years of age, and take the oath of allegiance. These certificates are not necessary, but often prove a great convenience to those possessing them in the event that certificates of citizenship of parents become lost.

6. OLD AGE PENSION

Eligibility to old age pension is directly contingent upon citizenship and residence. Under this Act, financial assistance may be granted only to the applicant who:

- (1) has attained the age of seventy or more years,
- (2) has been a citizen of the United States for at least fifteen years prior to making application for such assistance, and
- (3) has been a continuous resident in Pennsylvania for fifteen years.

7. NATURALIZATION FEES

Naturalization fees, as established by the Act of April 19, 1934, are as follows:

(1) For Certificate of Arrival	\$2.50
(2) For filing or copy of Declaration of Intention	2.50
(3) For Petition for Naturalization and Certificate	5.00
(4) For duplicate copies of declaration or certificates	1.00
(5) For special certificates of citizenship	5.00
(6) For certificates of derivative citizenship	5.00

Because of lack of space and the fact that the information is so seldom of use, certain facts relative to citizenship and naturalization, such as the status of widows and minor children of deceased declarants, the cancellation of citizenship certificates, and the law with regard to soldiers, sailors, and merchant marines, have not been included but such information can be secured through any teacher of English and citizenship classes for immigrants and native illiterates or from the clerk of any naturalization court.

8. DIRECTORY OF ALL COURTS IN PENNSYLVANIA HAVING JURISDICTION IN NATURALIZATION

Under a recent re-districting of immigration and naturalization areas in Pennsylvania, all of Pennsylvania is under the jurisdiction of the District Director of Immigration and Naturalization with headquarters at the Government Station located at Gloucester City, New Jersey, with the exception of Erie, Crawford, Mercer, Warren, and McKean Counties, which are under the jurisdiction of the District Director at Buffalo, New York.

Sub-offices are located in the old Post Office Building and in the new Customs House at Philadelphia; in the new Post Office Building at Pittsburgh; the new Post Office Building at Wilkes-Barre; and in the new Federal Court House and Post Office Building at Lewisburg, Pennsylvania. The offices in the new Customs House at Philadelphia, and those located at Wilkes-Barre and Lewisburg, are concerned principally with immigration matters.

The sub-office in the old Post Office Building at Philadelphia is concerned entirely with naturalization matters and is under the supervision of the Assistant District Director, who handles all naturalization cases in that portion of Pennsylvania lying east of the counties of McKean, Elk, Clearfield, Blair, Bedford, and Fulton.

The office at Pittsburgh is under the supervision of a Divisional Director at that point and handles all immigration and naturalization cases in a division which includes those counties of Cameron, Clinton, Centre,

Huntingdon, and Franklin, except, of course, the five counties already mentioned as being in the Buffalo District.

For the information of teachers of English and citizenship classes for immigrants, the following directory of naturalization courts in Pennsylvania is included, giving the city, county, and district headquarters.

<i>City</i>	<i>County</i>	<i>District Headquarters</i>
Allentown	Lehigh	Gloucester City, N. J.
Beaver	Beaver	"
Bedford	Bedford	"
Bellefonte	Centre	"
Bloomsburg	Columbia	"
Brookville	Jefferson	"
Butler	Butler	"
Carlisle	Cumberland	"
Chambersburg	Franklin	"
Clarion	Clarion	"
Clearfield	Clearfield	"
Coudersport	Potter	"
Danville	Montour	"
*Doylestown	Bucks	"
Easton	Northampton	"
Ebensburg	Cambria	"
Emporium	Cameron	"
Erie	Erie	Buffalo, N. Y.
Franklin	Venango	Gloucester City, N. J.
Gettysburg	Adams	"
Greensburg	Westmoreland	"
Harrisburg	Dauphin	"
Hollidaysburg	Blair	"
Honesdale	Wayne	"
Huntingdon	Huntingdon	"
Indiana	Indiana	"
Kittanning	Armstrong	"
Lancaster	Lancaster	"
Laporte	Sullivan	"
Lebanon	Lebanon	"
Lewisburg	Union	"
Lewistown	Mifflin	"
Lock Haven	Clinton	"
McConnellsburg	Fulton	"
Mauch Chunk	Carbon	"
Meadville	Crawford	Buffalo, N. Y.
Media	Delaware	Gloucester City, N. J.
Mercer	Mercer	Buffalo, N. Y.
**Middleburg	Snyder	Gloucester City, N. J.
Mifflintown	Juniata	"
Milford	Pike	"
Montrose	Susquehanna	"
New Bloomfield	Perry	"
New Castle	Lawrence	"

* Relinquished jurisdiction on August 3, 1931.

** Relinquished jurisdiction on December 1, 1934.

<i>City</i>	<i>County</i>	<i>District Headquarters</i>
Norristown	Montgomery	Gloucester City, N. J. Contd.
Philadelphia	Philadelphia	"
Pittsburgh	Allegheny	"
Pottsville	Schuylkill	"
Reading	Berks	"
Ridgway	Elk	"
Scranton	Lackawanna	"
Smethport	McKean	Buffalo, N. Y.
Somerset	Somerset	Gloucester City, N. J.
Stroudsburg	Monroe	"
Sunbury	Northumberland	"
Tionesta	Forest	"
Towanda	Bradford	"
Tunkhannock	Wyoming	"
Uniontown	Fayette	"
Warren	Warren	Buffalo, N. Y.
Washington	Washington	Gloucester City, N. J.
Waynesburg	Greene	"
Wellsboro	Tioga	"
West Chester	Chester	"
Wilkes-Barre	Luzerne	"
Williamsport	Lycoming	"
York	York	"

9. NATIONAL ORIGIN IMMIGRATION QUOTAS

<i>Country or Area</i>	<i>Quota</i>	<i>Country or Area</i>	<i>Quota</i>
Afghanistan	100	Italy	5,802
Albania	100	Japan	100
Andorra	100	Latvia	236
Arabian Peninsula	100	Liberia	100
Armenia	100	Liechtenstein	100
Australia (including Tasmania, Papua, and all Islands apper- taining to Australia)	100	Lithuania	386
Austria	1,413	Luxemburg	100
Belgium	1,304	Monaco	100
Bhutan	100	Morocco (French and Spanish Zones and Tangier)	100
Bulgaria	100	Muscat (Oman)	100
Cameroon (British mandate) ...	100	Nauru (British mandate)	100
Cameroon (French mandate) ..	100	Nepal	100
China	100	Netherlands	3,153
Czechoslovakia	2,874	New Zealand	100
Danzig, Free City of	100	Norway	2,377
Denmark	1,181	New Guinea, Territory of (in- cluding appertaining islands) (Australian mandate)	100
Egypt	100	Palestine (with Trans-Jordan) (British mandate)	100
Estonia	116	Persia	100
Ethiopia (Abyssinia)	100	Poland	6,524
Finland	569	Portugal	440
France	3,086	Ruanda and Urundi (Belgian mandate)	100
Germany	25,957	Rumania	295
Great Britain and Northern Ire- land	65,721	Russia, European and Asiatic ..	2,784
Greece	307	Samoa, Western (mandate of New Zealand)	100
Hungary	869	San Marino	100
Iceland	100	Siam	100
India	100		
Iraq (Mesopotamia)	100		
Irish Free State	17,853		

<i>Country or Area</i>	<i>Quota</i>
South Africa, Union of	100
South West Africa (mandate of the Union of South Africa) ..	100
Spain	252
Sweden	3,314
Switzerland	1,707
Syria and the Lebanon (French mandate)	123

<i>Country or Area</i>	<i>Quota</i>
Tanganyika (British mandate)	100
Togoland (British mandate) ..	100
Togoland (French mandate) ...	100
Turkey	226
Yap and other Pacific islands un- der Japanese mandate	100
Yugoslavia	345

VI. Some Needed Developments

IN THE further development of our state program of English and citizenship classes for immigrants and native illiterates, one is confronted by essential developments if the objectives of the program are to be attained in a significant measure.

Present provisions of our School Laws have opened the way for an effective state-wide program of literacy and citizenship classes, but in some urban areas where the need is urgent, little attention has been given to those desiring and requesting instruction in English and citizenship. In other localities, superintendents of schools have tried earnestly to organize classes, but the difficulty of ascertaining those residents needing this service has tended to defeat the best efforts of public school officials. Thorough-going teacher-training and leadership courses have been organized and maintained by our colleges and universities at a loss because the limited part-time pay received by teachers in this type of work does not justify them in attendance at class during the regular year or at summer sessions. Too often the immigrant, who has spent two or more years of conscientious study in English and citizenship classes, stands side by side in the naturalization court with his neighbor, who has attended no school and knows but little English and less of the purposes and problems of our government, only to find that his neighbor, who takes lightly the rights and responsibilities of citizenship, has equal or even higher standing as a petitioner for naturalization. Even though our present classes in English and citizenship were multiplied many fold, there would yet remain thousands of immigrants and native illiterates in smaller boroughs and rural areas in which the demand for English and citizenship instruction is so small that the organization of formal classwork would be prohibitively expensive.

Among the more urgently needed developments to correct such conditions and to meet such needs are the following:

1. AN ANNUAL ENUMERATION OF ALIENS AND ALL ILLITERATE IN ENGLISH

One outstanding need in this field of public education is for an annual enumeration of all aliens and all who are illiterate in English. Such an enumeration, made annually in conjunction with the school census, would make the cost of securing this information relatively negligible. Even at the near-maximum of five cents per name, those wholly illiterate in Allegheny County could be enumerated for approximately \$1,700, which, distributed among the 121 school districts of the county, would show an average cost of approximately \$15 per district. Obviously, if this cost were prorated with the larger urban districts meeting their appropriate share, the specific cost to each for an annual enumeration of those wholly illiterate would in fact be negligible as compared to the increased efficiency of administering the literacy and citizenship classes which many of these have maintained or are now maintaining.

In any event, it is difficult to see how our local public school officials can reach and teach our illiterate and alien residents until they know just who they are and where they live. If the annual enumeration of aliens and illiterates were made in conjunction with the school census, the cost of securing this information would be greatly below five cents per name.

2. IMMIGRANT ARRIVAL AND DESTINATION INFORMATION

A second need in the reduction of illiteracy and the assimilation of our foreign-born population is for reliable information as to new arrivals and their destinations. If our states and the Federal Government were to cooperate properly, it would be readily possible to have, without undue expense, at each port of entry, an official charged with the responsibility of tabulating the name, nationality, and point of destination of all new arrivals. This information could be forwarded immediately to the state school officials concerned, who in turn would forward such information to local public school officials, giving them promptly the information needed for an early contact of the new arrival instead of permitting him to arrive and remain for months slowly becoming inured to the isolation and handicaps of a non-English-speaking community, and each successive month becoming more and more withdrawn from participation in American life and at the same time becoming more difficult to reach.

3. A LITERACY TEST FOR NEW VOTERS

A third vital need in Pennsylvania is for a literacy-test-for-new-voters law, requiring a functioning literacy in all new voters whether the acquisition of citizenship were by birth and attainment of majority or by naturalization.

Such an enactment, however, will require an amendment to the Constitution of Pennsylvania. It is to be hoped that the proposed constitutional convention eventually will become a reality and that the revisions of this instrument will include literacy and citizenship-training requirements for the granting and assumption of citizenship in the Commonwealth, and that these requirements will be sufficiently exacting to insure a safely intelligent popular direction and determination of our destiny.

4. TEACHER PREPARATION AND LEADERSHIP TRAINING

The fourth need, basic and urgent in the state program of English and citizenship for immigrants and native illiterates, is the development of an adequate program for teacher preparation and leadership training.

Experience has shown that in special fields such as the teaching of English and citizenship, the organization and administration of such programs is difficult. The financial rewards for such service, necessarily part-time in smaller communities, are too often too small to justify a teacher in attempting to secure the broad and highly specialized training required for this service. County and local institutes help materially but cannot be made to serve as the warp of a teacher-training program; while centralized, comprehensive courses of training are too far removed from too many of such teachers who, for the greater part, need such training most.

The content of such training courses presumes a foundation training in English and the social sciences. To these are added the equivalent of a major university course in methods of teaching modern languages applied to the teaching of English to immigrants and a parallel course in citizenship content and methods for immigrants and native Americans. A comprehensive knowledge of comparative world governments should be included. World history and racial backgrounds, including customs, prejudices, and language characteristics, are necessary. Social service and case work must be included. An intimate knowledge of existing

agencies and their available contributions must be acquired. Health, housing, and labor problems must be understood. Details of the naturalization procedure must be known. Immigration policies and problems must be understood. All of these and their manifold ramifications, requiring months and months of intensive application, are essential to the thorough preparation of teachers of English and citizenship classes, and when the course of training is rounded out, only a part of such teachers can be reached even through teacher-training extension.

Whether the answer lies in the incorporation of such broad and highly specialized training into the curriculum of our State Teachers Colleges, whether it lies in the establishment of two or three training centers within the Commonwealth, or whether it lies in the development of a coordinated program of university teacher-training extension, remains to be seen. Of this we may be certain,—the success of the state program of English and citizenship classes depends upon the quality of the leadership provided. It seems obvious that any one of the three possibilities mentioned above will often have to be supplemented by teacher-training correspondence courses, both for necessary in-service training of such teachers and for those more isolated teachers where even the organization of an extension teacher-training course is impossible.

The development of teacher-training correspondence courses for teachers of English and citizenship classes, under the jurisdiction of an accredited institution, would solve the major teacher-training problems confronting the state program at this time.

5. CORRESPONDENCE INSTRUCTION IN ENGLISH AND CITIZENSHIP

As in the training of teachers, so also in the matter of reaching immigrants and native illiterates we find that in certain areas the demand for classes in English and citizenship is so small that the organization and maintenance of such classes become prohibitively expensive. The only apparent means of providing for such persons opportunities for acquiring a knowledge of the English language, and of the rights and duties of American citizenship, seems to lie in the development of correspondence courses in these fields to be used for home-study purposes by certain immigrants and native illiterates.

Admitting the difficulties of learning to speak English by correspondence, only rarely will it be impossible for a non-English-speaking immigrant to find a neighbor or a friend who will not aid him in the pronunciation of English words. Given instruction in the pronunciation of English, the matter of learning English by means of correspondence courses is only a question of personal application.

The experience of the Australian Government in correspondence instruction shows that a child may be given effective instruction from the first grade through to graduate work in the university field by the exclusive use of correspondence courses, many college graduates of that continent at this time never having attended either school or college.

While deprived of the advantages of class discussion and class journeys, the immigrant or native illiterate pursuing correspondence courses in citizenship training can become thoroughly acquainted with our organization and machinery of government, with our Federal and State legislation, and with all of the problems of democracy with which we are now confronted, if given the opportunities afforded by correspondence instruction for home study. Indeed, this seems to be the only answer to

the problem of reaching the thousands of rather isolated immigrants and native illiterates who need and would take advantage of such educational opportunities if they were but provided as a part of the state program of public instruction.

6. ACCREDITING PUBLIC SCHOOL CREDENTIALS

A sixth needed development, which would add materially to interest and enrollment in public school classes in English and citizenship, is a recognition of public school credentials for all declarants and petitioners as to classwork completed by them in the fields of English and citizenship.

While in the determination of educational qualifications of petitioners for the awarding of citizenship papers, the judges of the courts are a law unto themselves, an agreed-upon procedure, whereby the credentials of approved English and citizenship schools would be accepted in lieu of the formal questioning of the examiner, would induce additional thousands of aliens to enroll in such classes as a procedure more certain of success for them, and automatically would result in vastly greater thoroughness of preparedness and an equally greater fitness on the part of petitioners for the duties and privileges of citizenship they are about to assume.

Our present procedure in naturalization examinations knows neither minimum standards nor constancy in exacting educational requirements of petitioners. Some judges maintain that they have no authority under the law to delegate to other agencies, the responsibility of ascertaining such educational preparation in candidates, nor the power to invest other individuals with the right of passing upon such qualifications. Many other judges, however, regularly recognize the public school certificate as a guarantee of adequate training in English and citizenship and, except for required interrogation and a few questions of relatively minor importance, excuse the petitioner possessing such credentials from further proof of his educational qualifications for citizenship.

It would tend to stabilize and dignify both our naturalization procedure and our program of English and citizenship classwork if definite minimum standards as to educational qualifications for citizenship could be determined and approved, and if the certificates of qualification issued by approved English and citizenship classes would be accepted at face value by naturalization examiners and judges. The establishment of such a cooperative arrangement between the courts and the public schools would be a guarantee to all students of such classes of a successful final hearing, would increase our present class enrollment by thousands, and most important of all, would establish minimum standards for citizenship in the United States and safeguard the future American ballot from ignorance, prejudice, intolerance, and exploitation.

7. A PROPER COORDINATION OF AGENCIES

A seventh rather urgent need in the reduction of illiteracy in English and the assimilation of our foreign-born population is a proper coordination of existing agencies, including not only those interested in educational service but those having a social, civic, or welfare purpose as well.

Primarily a coordination of our varied educational service should be of first consideration. An adequate provision of public school facilities; proper local supervision of work; formal recognition of English and citi-

zenship classwork by means of dignified certificates of achievement; promotional exercises, graduation exercises, and the bestowal of artistic diplomas formally attested to and with impressive gold seals, are obviously desirable ends. Also, the enlistment of the public library in providing racial book shelves in native literature, simple-English book shelves for supplementary reading, American background book shelves, and like library service for immigrants and native illiterates learning the use of the English language and preparing for American citizenship, should be considered essential. Entree to museums, zoos, parks, industrial establishments, and like centers of interest should be recognized as part of a concerted effort. In the organization of a public school system, and particularly in the office of the county superintendent of schools, one assistant, on full-time if justifiable, should be charged with the responsibility of over-seeing and directing the development of the program and of coordinating all agencies of the county, city, or borough which have an interest in or a contribution to make to the work of English and citizenship classes.

Since the work of a teacher in the field of English and citizenship training is essentially an adjustment service, a coordination of health, legal, welfare, and employment agencies should be an integral part of the program in order that the immigrant and the native illiterate be enabled to become a part of his community as quickly and as effectively as possible.

In the effective organization of this type of service, definite assignment of responsibility is of prime importance. An assistant superintendent or a supervisor, definitely charged with the responsibility for the best interests of the work; a single individual definitely charged with the responsibility for providing assistance in making out the Declaration of Intention; in following through with a helping hand to the successful completion of the Petition for Naturalization; and in assisting in the solution of the many problems arising in connection with immigration policies, certificates of arrival, certificates of birth, citizenship status, and like matters, is indispensable to an effective adjustment service for these groups.

Generally speaking, that long and varied list of agencies having an equity in the work of English and citizenship classes is reflected in the previous brief statement of the qualification of such teachers. The efficiency of the adjustment service rendered will in each case vary directly as the extent to which the service rendered meets every adjustment need of our newcomers and our educationally under-privileged Americans. A proper coordination of such agencies, combined with the definite assignment of responsibility, should employ the manifold services of a social and economic nature immediately available in most communities or attainable in adjoining areas.

8. CONCLUSION

In the foregoing suggestions as to needed developments, it is not anticipated that any or all of these can or should be made at once. As objectives toward which to work they are important, however.

A literacy test for new voters of rather exacting requirements has been required by law in the State of New York for many years, and nearly twenty other states have literacy requirements for citizenship of one kind or another.

Information as to new arrivals and their destinations was gathered and distributed among several states a few years ago, but this vital service has been abandoned, with the result that in Pennsylvania the matter of enrolling immigrants and native illiterates in English and citizenship classes is much like a game of hide and seek. At the same time, overcoming the established routine of the daily life of immigrants is the most difficult task confronting teachers of immigrant-education classes.

An annual enumeration of aliens and those illiterate in English, in conjunction with the annual school census, could be made without great expense. Before we can enroll such persons in English and citizenship classes, we must know who they are and where they live, yet a thousand diverse means must now be used in order to locate them and interest them in opportunities afforded by English and citizenship classes.

During the decade just closed, we have reduced our total illiteracy within the Commonwealth by more than 30 per cent and our alien population nearly 40 per cent. Given the necessary tools, an adequate recognition by legislation, and well-trained teachers and leaders, the next ten years should witness an even more significant reduction in our alien and illiterate populations than the decade just closed.

From either the positive or the negative viewpoint of social well-being, the reduction of illiteracy and citizenship training for social unity seem prime requirements in a democratic order. Unity of purpose and effort can come only through mutual understanding borne of knowledge, open-mindedness, and tolerance. A mutual understanding depends upon a common tongue, literacy in English, and a free exchange of thought. The cause of enriching adult lives in the finer appreciations and joys of living, through literacy and cultural opportunities, is alone sufficient justification of the program.

From the negative or corrective point of view,—a full realization of the dwarfing effect of illiterate or anti-social parenthood upon our social well-being, and a clear recognition of the fact that such attitudes and standards through family life cling tenaciously generation after generation through the incidental education of home environment, should prompt legislators, teachers, pastors, social workers, and citizens to recognize in the state system of English and citizenship classes a clear-cut program of preventive education with all of its implications for crime, delinquency, poverty, radicalism, and general social incompetency, and such realization and recognition should lead to greater interest and effort and to a more adequate support of such a program by the State and by local communities.